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REPORT ON
PUBLIC LAND FENCING
IN SOUTHWESTERN WYOMING

Wyoming State Office
June 17, 1963

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APPENDIX

I. Map - Southwestern Wyoming Showing Existing and 3 Years Proposed Fences.

II. Map - Sample Area Showing Ownership Pattern.

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IV. Information Statement - Cooperative Antelope Fencing Study.

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VI. Fencing Report, Rawlins District.

VII. Fencing Report, Lander District (south of Sweetwater River).

PUBLIC LAND FENCING
IN SOUTHWESTERN WYOMING

June 10, 1963

GENERAL INFORMATION

In connection with BLM programs, some public discussion has centered around the range improvement practice of fencing. The focal point of concern is southwestern Wyoming. To correct misinformation and lack of information on the purposes and effects of rangeland fencing, this report details the planned fencing program and its justification for southwestern Wyoming. The report area includes all of Wyoming Districts No. 3 (Rawlins), No. 4 (Rock Springs), and that portion of District No. 2 (Lander) south of the Sweetwater River.

The attached composite map (Appendix I) details existing fences and fences proposed in the report area in the next three years. No attempt has been made to indicate fences primarily in private land areas or minor fences on public lands. Frequent reference to this map should be made while using this report.

Background Information

The major portion of this region can be characterized as a semi-arid high basin, surrounded by major mountain ranges, intermingled with shallow rolling hills, isolated buttes and sharp bluffs. To the east lies the Seminoe-Shirley Range, to the north the Wind River - Green Mountain Range, and to the west and south the Uinta-Wasatch Range.

Shallow, easily erodible gray desert type soils cover most of the region. Vegetation varies with soil types and rainfall belts. The climate is subject to wide variation and fluctuation, with rainfall varying from 4 to 11 inches annually.

Land Status

Land ownership is varied and extremely complex. The entire region includes more than 8.8 million acres of public land. Within the Red Desert area, extending from Rawlins to Rock Springs, 75 percent of the land is administered by the

June 16, 1965

BLM, 20 percent is privately owned, and 5 percent is State owned. Other areas have lesser amounts of public lands. (See the attached map in Appendix II, showing sample area which indicates varied land ownerships.)

More important than total acres in each ownership class is the complex distribution. A 40 mile wide strip of checkerboard lands - alternating sections of railroad and public lands - extends from east to west across the south portion. North and south of the checkerboard lands, the percent of Federal ownership within each grazing unit varies widely, in general diminishing progressively from west to east. Contrary to popular belief, lands outside the checkerboard area are not solid blocks of public land. The land adjacent to permanent water courses, springs and waterholes, is generally private. State lands, school sections and lieu selections, are irregularly scattered and not confined to Sections 16 and 36 as commonly assumed.

To further complicate the ownership pattern, several Federal agencies have administrative jurisdiction over lands in southwest Wyoming. The Farson, Eden, Seedskadee, Seminoe, Lyman, Pathfinder, Alcova and Flaming Gorge reclamation projects fall within the area. Units of the Bridger National Forest are located in the northern and western parts and a small portion of the Wasatch Forest in the south.

JUSTIFICATION FOR FENCING

In general it can be pointed out an increased awareness of conservation and enhancement of the multiple resource values of the public lands has resulted in greater attention being given to proper management. The inadequacy of former management methods has become apparent through the range condition and trend of the public lands, the erosion and depletion of the soils, the concentration and over-utilization of portions of the range and, in a similar manner, the under-utilization of other portions. The enhancement of values to wildlife and the economic challenge of modern competition in the livestock industry are major

DISTINCTION FOR FUNCTION

factors contributing to the need for improved management, including fencing.

Research has brought to light improved management methods. All public land users - recreationist, forester, wildlife enthusiast, stockmen and others - are vitally concerned with the protection and management of the land and its many resources. Under more intensive management, including fencing improvements, significant wildlife, livestock and recreation values are realized. In areas having badly depleted soils and unfavorable climate, many years will be needed to realize the benefits of rehabilitation and improvement work.

Effects on Wildlife

Concern has been expressed by some wildlife groups on the possible detrimental effect of fences on wildlife, particularly antelope. While directed primarily against woven wire fences, criticism has also been voiced against barbed wire fences. The history of the development of fences and the reactions of antelope in Montana, Nevada, Oregon and portions of Wyoming, appear to have gone through the stages that are now evident in newly fenced areas of Wyoming. When fences were first introduced, antelope experienced some difficulty in passing through them. In the course of time, however, they have learned to crawl under, or through them, or to jump the fences. It is significant that aside from wildlife groups in southwestern Wyoming, concern regarding serious detrimental effects of fencing on antelope is not being raised.

Early in 1950, BLM and the Fish and Wildlife Service cooperated in a joint study of the sheep-tight fence problem as it related to the welfare and management of antelope on the public rangelands in Montana and Wyoming. This study was undertaken in an effort to permit fencing of the range for rehabilitation, management and improvement, without jeopardizing the antelope population, an important wildlife resource of Wyoming and Montana. This study, known as the Rouse Report, provided information needed for the development of suitable fencing on the public lands to meet the requirements of livestock interests,

while at the same time protecting the public interest in the antelope and other wildlife resources. Criteria and standards for fencing of public lands were developed with due regard to seasonal ranges of antelope and their migration routes.

In the ten year period following adoption of the Rouse specifications for public land fencing, there has been no substantiated evidence that the Rouse fence has seriously impaired or damaged antelope populations. On the contrary, evidence points to enhancement of wildlife populations.

Each fencing project is handled on its merits. Close cooperation with the Wyoming Game and Fish Department is maintained and possible effects of a proposed fence on wildlife are requested from Wyoming Game and Fish personnel prior to the district manager's decision to fence. Suggestions from Game and Fish personnel, generally involving gates, "lay-down" panels, or wire spacing are incorporated into fence plans and constructed where necessary to insure the least possible interference with normal movements of big game animals. The effect of fences on sportsman access is considered with adequate gates and cattle guards. Newly erected fences will be posted with signs at access points.

In areas as closely fenced as the northeastern quarter of Wyoming, present antelope populations are thriving and have continued to increase over the years. Within this region, latest population census figures obtained from the Wyoming Game & Fish Commission show approximately 53,000 animals, more than twice the present population in the southwestern quarter of the State. This has occurred despite the continued widespread construction of both barbed and woven wire fences. Close to two-thirds of the 38,000 allowable antelope permits for the State are issued within management units in eastern Wyoming, the more intensely used and completely fenced region of the State.

Information presented by Mr. Tye S. Moore, a successful livestock operator in the report area (see Appendix III), is pertinent.

"The arguments put forth against fencing revolve, to a great degree, around the harmful results to the antelope herds of Wyoming. To anyone on the range constantly, such as myself, and having seen the progression of fences in other parts of Wyoming, and the resulting flourishing of the antelope herds, it escapes me how to say better that this argument against fencing is so invalid once one looks at the antelope permits issued in the Northeast area of Wyoming which is quite heavily fenced with woven wire. Antelope become very quickly adapted to sheep tight fences. I have only to point at the Buzzard Ranch or any one of a number of others with which I am acquainted to show you a flourishing herd. I say with no hesitation that the herds on the Buzzard Ranch are considerably larger than they were 15 years ago when I moved to this ranch.

"Antelope have many means open to them to migrate or move through fenced country. In no time at all they re-learn to jump, and do a better job of it than deer. I have seen them jump auto gates. I have seen them jump fences many times. They quickly learn to use gates and letdowns. In short -- antelope, like most all wild animals, become easily adaptable to fences. The proof is in the pudding. Simply look around."

Even within the southwestern region of the State, antelope populations and allowable harvest are greatest within the three most heavily fenced antelope management units, Sage Creek - Elk Mountain, North Ferris Mountain, and South Ferris - Seminoe Mountain. Antelope numbers in most of the unfenced management units in the southwestern portion of the State are less than one-half that of any other antelope habitat area in Wyoming. Within the State as a whole, antelope populations have increased from 34,700 in 1939 to 175,000 in 1962 -- a 100 percent increase in population every ten years. This significant upward trend has occurred despite the erection of many thousands of miles of fence during this same period.

Estimated populations, desired populations and increases for deer and elk inhabitating game management units in southwestern Wyoming have been successively established and exceeded over the years. Game management is concerned with obtaining an adequate harvest of existing populations. Occasional, incidental losses of individual antelope, deer, or elk in fences, whether on private or public land, have occurred. Automobiles and trains also take a toll. From a management standpoint, however, these losses are insignificant to Wyoming's big

game populations.

Effects on Livestock Industry

The range livestock industry is one of the older and more important agricultural enterprises of Wyoming. In addition to being a keystone to the economy of many small local communities, it creates new wealth within the area. In this respect the industry's impact exceeds that of tourism, recreation, and other type expenditures. Research studies point out that a dollar spent by anyone engaged in agriculture tends to create more local business than other dollars spent in the community (Unpublished Research, Division of Business and Economics Research, University of Wyoming.)

In former years, livestock management under open range conditions with sheep herded and cattle turned loose was adequate to meet the economic needs of the operators. The challenge of modern competition in the livestock industry has led to closer examination of ranch management operations. Coupled with this, an increased public awareness of conservation and enhancement of the multiple resource values of the public lands has resulted in greater attention being given to rangeland management.

The range-sheep industry has traditionally utilized the system of year around herding. Examination of long-term income figures shows that the sheep, lamb and wool industries are not adding as much to the State income as previously. While a number of factors have contributed to this decline, of increasing importance is the high cost and unavailability of good quality labor. In recent years, many sheep operators have shown increasing interest in converting from the high labor requirement method of herding to running sheep loose under fence.

Information pertaining to cost saving under fenced range conditions in the sheep industry supplied by Mr. Tye S. Moore is again pertinent.

"The economic factors of fence operation of the sheep business are so important that I am including comprehensive studies made by the University of Wyoming on range type operations and the comparable results of my fence operation here on The Buzzard Ranch Company. The pressure groups have greatly hindered my program here, and it is still not laid out and operating as it should be to most efficiently carry out my job and lifetime work. I have a great deal of unnecessary costs and work every year in repairing deliberate and malicious damage done to my fences by people cutting the fences, tearing up gates, or just leaving them open and thus allowing stock to mix, or go into pastures we are saving for various reasons.

"I have been pretty well under pasture as you know, for the past 6 years. I have been on The Buzzard Ranch for 15 years. It has taken me all this time to get these pastures built even though I knew from my father's experience how necessary they were to exist. To give you some idea of how valuable an aid the pastures have been in keeping this operation going I will list some of the increases since our first years in operation here and 1962.

	1948	1962
Lambing Percentages	65%	101%
Shipping Weights	61#	74#
Ewe Weights	100#	135#
Wool Shrinkage	65%	51%

"The cost per sheep unit of operation on The Buzzard Ranch has been under $10 per head for the last 5 years, a result, I believe almost entirely due to the fencing operation."

In addition to the cost saving features of this method of operation, research has demonstrated that well planned fencing is the most effective means of controlling grazing use consistent with forage supplies. Economic benefits in the form of better quality wool, larger and better lambs and more thrifty ewes have been shown to result from range sheep fencing. (Fencing vs. Herding of Range Sheep, Mimeo Circular No. 156, Wyo. Agric. Exper. Sta., June 1961)

Grazing capacity of rangeland under fence is also improved. While this is almost certainly due, in part, to more intensive and better management, when sheep cease to be herded they are allowed to shift for themselves -- finding their own bedgrounds and coming to water when they desire. They spread out and cover pastures more thoroughly, grazing places herded sheep never find. Grass breakage and trampling from having a band of sheep traveling over the range is

almost eliminated.

The problems of trespass and unauthorized use under the complex ownership pattern of intermingled private and public land holdings which exists is greatly reduced or eliminated with proper fencing. Separation of livestock classes and definition of proper grazing allotments for range users is virtually impossible without fencing.

In sum, orderly, well-planned public land fencing eliminates many serious misuses and abuses of these lands. Coinciding with this, proper balanced use of the public lands and their resources in the public interest is materially enhanced.

Effect on Range Conditions

The public lands in southwestern Wyoming provide a grazing resource for both livestock and wildlife. Most livestock operators in the area are dependent upon these lands. In 1962, 659,000 sheep and 83,000 cattle were licensed or permitted on public lands in the area, utilizing approximately 924,000 AUM's of forage. In the same year, in excess of 38,000 antelope, 21,000 deer, 3,100 elk, and a few moose consumed more than 105,000 AUM's of forage on these lands.

Within the total region encompassing some 8,819,000 acres of public land, range condition classes are as follows: excellent 478,000 acres (5%); good, 1,932,000 acres (22%); fair, 4,336,000 acres (49%); poor, 1,988,000 acres (23%); and bad 85,000 acres (1%). More important, the range trend indicates that only 524,000 acres (6%) of this vast area are improving under present use, while 7,171,000 acres (81%) are static, and 1,124,000 (13%) are in a declining trend.

Historically, this area was subjected to unregulated grazing which was initiated shortly after the Civil War. From the 1880s through the early 1900s, large numbers of migrant sheep from neighboring states trailed to winter ranges in southwestern Wyoming. The uncontrolled over-use which resulted reduced the vigor and condition of the vegetation. Highly erodible soils, with their

vegetative cover reduced, became increasingly susceptible to wind and water erosion.

With the passage of the Taylor Grazing Act in 1934, efforts were initiated to overcome earlier misuse. Accomplishments have taken considerable time and a great deal of additional time will be needed. Distribution of use when left to the will of the livestock themselves, or to opportunistic herders, has often resulted in deterioration of the range, and livestock may be found in some instances over 100 miles distance from the allotted range.

With increasing public concern for natural resources of the public lands, including grazing, as well as recognition of improved management techniques, a more concentrated effort to protect and improve the range resources has come about in recent years. The inadequacy of former practices for control of grazing use has been recognized. The effect on range condition and inefficiency in ranch management resulting from such archaic type operations are vivid examples. (Economics of Range Sheep Production, Agric. Econ. Div. Report, Univ. of Wyoming, 1962)

Range land fencing with water development has proven to be the solution in many instances for elimination of overuse of the range through proper distribution and prevention of trespass and drift. Coordination of these range management activities with the range adjudication program to assure proper livestock numbers for the range carrying capacity portends eventual restoration of the public range lands to somewhat near their potential for both wildlife and livestock.

COOPERATIVE ANTELOPE-FENCING STUDY

Recently the Bureau of Land Management, Wyoming Game and Fish Commission, and the U. S. Fish and Wildlife's Cooperative Wildlife Research Unit at Utah State University have initiated a cooperative study to determine more specific details as to the type or types of fences which will permit movement of antelope,

yet satisfactorily hold livestock. (See Appendix IV)

The study as originally conceived was established for a one and one-half to two year period. However, as in all research endeavors, additional time might well be required in order to supply definitive answers.

During the course of the study, necessary public land fencing projects are being constructed. Fence specifications rigidly follow the recommendations set forth in the study conducted by Charles H. Rouse, biologist, U. S. Fish & Wildlife Service, in 1954. Each fence project is also reviewed by the Wyoming Game and Fish Commission prior to the District Manager's decision to initiate the project.

NORTHWEST UNIT

SLATE CREEK UNIT

LITTLE COLORADO UNIT

CUMBERLAND UNIT

GRANGER UNIT

UINTA UNIT

BURNTFORK UNIT

SEC. 15 LANDS

NE-12
NE-13
NE-7
NE-8
NE-6
NE-5
NE-15
NE-4
NE-9
NE-2
NE-10
NE-11
NE-1
GM-1
RS-1
RD-7
RD-6
SC-2
SC-1
SE-1

NORTHEAST UNIT

COLORADO UNIT

EDEN UNIT

ROCK SPRINGS UNIT

SOUTHEAST UNIT

Lander District

Rawlins District

Rock Springs

GREAT BASIN

RED DESERT COUNTRY

ALKALI BASIN

BLACK FLAT

SUGAR LOAF

SUBLETTE FLAT

WHITE MOUNTAIN

NORTH TABLE MOUNTAIN

SOUTH TABLE MOUNTAIN

RAGGED HILL

CONTINENTAL DIVIDE

PILOT BUTTE

HITCHING POST BUTTE

HITTLE MOUNTAIN

PINE MOUNTAIN

RICHARDS MOUNTAIN

SWEETWATER COUNTY

MOFFAT COUNTY

UTAH | COLORADO

Green Mountain Unit

GM-1

GM-2

GM-3

GM-4

SL-1

SL-2

Seven Lakes Unit

RD-7

RD-8

RD-9

RD-10

RD-11

Red Desert Unit

RD-1

RD-2

RD-3

RD-4

RD-5

RD-6

RD-12

Ferris Mountain Unit

SB-1

SB-2

SB-3

Shirley

MB-1

MB-2

MB-3

MB-4

Medicin

Baggs Unit

B-1

B-2

Shell Creek Unit

SC-1

SC-2

SC-3

SC-4

Antelope Study Area

RED DESERT COUNTRY

GREAT DIVIDE BASIN

CONTINENTAL DIVIDE

MEDICINE BOW NATIONAL FOREST

HAYDEN DIVISION

FREMONT COUNTY

SWEETWATER COUNTY

CARBON COUNTY

ROUTT CO. COLORADO

WYOMING

COLORADO

EXISTING AND PROPOSED FENCES

SOUTHWESTERN WYOMING

June 12, 1963

LEGEND

- Barbed Wire
- Woven Wire

Black = Existing Fences

Red = Proposed Fences in Next 3 Years

- District Boundary
- Administrative Unit Boundary
- G-2 — Proposed Fence Reference Number

Note: Fences primarily on private lands or minor public lands fences not shown.

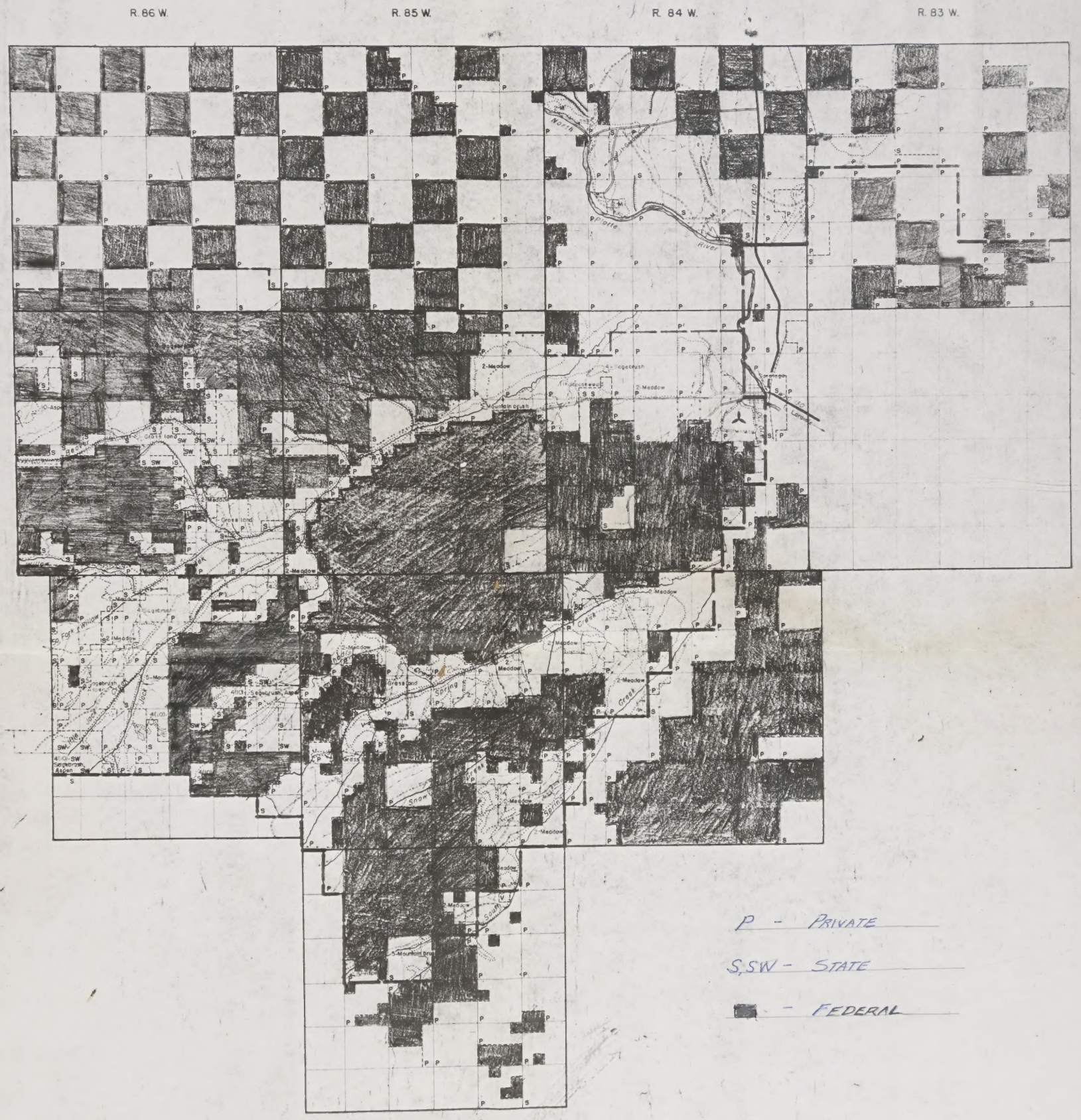
UNITED STATES
DEPARTMENT OF THE INTERIOR

GRAZING SERVICE

WYOMING REGION
BASE 42.

BASE 42

TYPICAL LAND OWNERSHIP PATTERN



P - PRIVATE

S, SW - STATE

■ - FEDERAL

R. 86 W. R. 85 W. R. 84 W. R. 83 W.

GRAZING MAP

TAKEN FROM GRAZING SERVICE RANGE SURVEYS.
FIELD WORK BY C. Jensen.

SCALE: 1 INCH = 1 MILE

BASE MAP

COMPILED FROM SURVEYS OF GENERAL LAND OFFICE, RECLAMATION SERVICE, AGRICULTURAL ADJUSTMENT ADMINISTRATION, UNITED STATES GEOLOGICAL SURVEY AND GRAZING SERVICE RANGE SURVEYS.

FIELD WORK BY
FIELD WORK CHECKED BY

GRAZING MAP WYOMING 42
GRAZING SERVICE
RANGE SURVEYS
REGIONAL DRAFTING OFFICE
DRAWN BY L.G. HARRISON
DATE COMPLETED March 1940

BASE MAP
DRAWN BY L.G. HARRISON
DATE COMPLETED 2APR 1940

STATUS OVERLAY
DRAWN BY: Laura May Wenger, Nov. 1944

	ACTION	ROUTE
Asst. Dist. Mgr.		
Range Mgr. (1)		
Range Mgr. (2)		
Engineer		
Range Cons. (1)		

RECEIVED
RAWLINS MAY 27 1963 WYO.
U.S.D.I. B.L.M.

Range Cons. (2)		
Range Cons. (3)		
Adm. Assistant		
Clerk (1)		
Clerk (2)		
File		

BUZZARD RANCH COMPANY
ALCOVA, WYOMING
May 24, 1963

Mr. Riley E. Foreman,
District Manager
Bureau of Land Management
P. O. Box 670
Rawlins, Wyoming

Dear Mr. Foreman:

During recent months there has been a great deal of discussion, pro and con, regarding the necessity and importance of sheep tight fences on the western ranges. I have been giving this matter considerable thought and decided that due to the grave urgency now upon the range sheep industry, some of us must volunteer to speak up.

In all the various meetings which I have attended or read reports on, there is no place that any emphasis has been placed on just how vital this matter is. With costs continually spiraling upwards, the acute shortage of competent help, the extreme pressures from imports of both lamb and wool, and the continually fluctuating markets, it is becoming economically impossible for the ordinary operator to continue in this vital and historical production of food and fiber for people of this country. The pressure groups advocating no fences, or fences that are not adequately made for sheep, have primarily only their hobbies in view as against the great importance of this industry.

My father, a far seeing man, forsaw as far back as 1938, that the only solution to properly conserve the ranges and make a decent living for 10 children was to run sheep under sheep tight fences. Immediately there were several advantages developed, some of which had not been anticipated. Among these was an increase in lambing percentage of 10 - 15% which, incidentally, continued to increase to the point where it oftentimes hit 100% as against a pre-pasture percentage of around 70 - 75%. It developed that suddenly there was more forage available. In leaving the sheep alone, as nature intended they should be, they tended to scatter more, to make less trails, to hit the water holes in smaller groups, to graze oftentimes at night when the soil was less apt to be blown away by daytime winds. Further, I am convinced that they don't always even go to water every day but get sufficient moisture from the dew during their nighttime grazing efforts.

In lambing sheep, the first 10 days are very critical. If the lamb has a good mother and she has plenty of milk, the lamb develops wonderfully and makes ideal meat. However, if the ewe is disturbed in this early stage, she might easily disown the lamb, causing him to die, or at the very best he might live by bumming on other ewes, thus robbing their lambs of needed milk, and disturbing them to where they might not take proper care of their own.

We found immediately a considerable increase in shipping weights of our lambs jumping up around 10# per head and sometimes even more. The ewes themselves gained considerable weight and conditions making them much more able to withstand severe winter conditions and greatly decreasing loss, not to mention costs of high priced supplemental feeds and trucking expenses getting the feed to them. When lambing sheep on the range, with a crew of men, dogs, pickups, etc. The ewes were continually being disturbed, oftentimes a ewe had trouble with a lamb coming the wrong way, or other troubles at birth that almost immediately disappeared under pasture. I think an old timer friend of mine put it most succinctly when he said that many of the troubles a ewe had at birth was because something, dogs, men or what have you, were continually bothering that ewe when all she wanted to do was relax and give forth to a normal birth. When these outside and unnatural factors were eliminated, the ewe immediately relaxed and took care of the matter herself.

The economic factors of fence operation of the sheep business are so important that I am including comprehensive studies made by the University of Wyoming on range type operations and the comparable results of my fence operation here on The Buzzard Ranch Company. The pressure groups have greatly hindered my program here, and it is still not laid out and operating as it should be to most efficiently carry out my job and lifetime work. I have a great deal of unnecessary costs and work every year in repairing deliberate and malicious damage done to my fences by people cutting the fences, tearing up gates, or just leaving them open and thus allowing stock to mix, or go into pastures we are saving for various reasons.

I have been pretty well under pasture as you know, for the past 6 years. I have been on The Buzzard Ranch for 15 years. It has taken me all this time to get these pastures built even though I knew from my father's experience how necessary they were to exist. To give you some idea of how valuable an aid the pastures have been in keeping this operation going I will list some of the increases since our first years in operation here and 1962.

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The cost per sheep unit of operation on The Buzzard Ranch has been under $10 per head for the last 5 years, a result, I believe almost entirely due to the fencing operation.

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of Wyoming which is quite heavily fenced with woven wire. Antelope become very quickly adapted to sheep tight fences. I have only to point at the Buzzard Ranch or any one of a number of others with which I am acquainted to show you a flourishing herd. I say with no hesitation that the herds on The Buzzard Ranch are considerably larger than they were 15 years ago when I moved to this ranch.

Antelope have many means open to them to migrate or move through fenced country. In no time at all they relearn to jump, and do a better job of it than deer. I have seen them jump auto gates. I have seen them jump fences many times. They quickly learn to use gates and letdowns. In short antelope, like most all wild animals become easily adaptable to fences. The proof is in the pudding. Simply look around.

I am a member of the Board of Directors of the Wyoming Production Credit Association which as of this date has loaned some 15 million dollars to farmers and ranchers of Wyoming and the evidence clearly shows in the loans coming over the desks the difference between the pasture operator and the herd type operator.

It appears that I've been somewhat garrulous but I feel these things need to be brought to your attention. If any of your people wish more information regarding the economic aspects of a sheep tight operation I will gladly meet with them at my own expense and thoroughly discuss these costs.

Very truly yours,

Tye S. Moore

Tye S. Moore,
BUZZARD RANCH COMPANY

INFORMATION STATEMENT
COOPERATIVE ANTELOPE FENCING STUDY

It should be emphasized that there have been very few, if any, previous studies of the nature of the cooperative antelope fencing study now being conducted. Because of the lack of guides, the nature of the study is so designed as to be sufficiently flexible as to provide for changes in the method of testing whenever it might prove necessary to improve the study. Therefore, any criticisms or suggestions which you might have concerning this study will be most welcome and their feasibility of being incorporated into the study plan will be carefully considered.

Background. For a number of years various agencies have realized the need for a study on "The Effects of Various Types of Livestock Fences on Pronghorn Antelope Movements." The primary problems have been: Just how should such a study be conducted? And, how could it be financed?

One of the most interested agencies in this problem is the Bureau of Land Management, which is responsible for the management and protection of close to 18 million acres of public land in Wyoming. Antelope range over many of these lands and it is imperative that sheep-tight fences be built on some of these lands to better manage, protect and improve them. Concern has been expressed, notably by some wildlife groups, as to the possible detrimental effects of fences on wildlife, particularly antelope.

In the early 1950's, BLM and the U. S. Fish and Wildlife Service cooperated in a joint study of the sheep-tight fence problem as it is related to the welfare and management of pronghorn antelope on public rangelands in Montana and Wyoming. The study was conducted by Charles H. Rouse. However, criticism has been voiced against this study, based on the interview method used by Rouse and contradiction of case histories contained in the report.

Objectives. The cooperative study presently being conducted was undertaken to determine more specific details as to the type or types of fences which will permit movement of antelope, yet satisfactorily hold livestock. The primary objectives are:

1. Evaluate the capability or willingness of antelope to cross different types of livestock fences.

2. Determine the type or types of fences which will permit the movements or migrations of antelope and yet satisfactorily hold sheep.

3. Evaluate the learning ability of antelope to jump or cross different types of livestock fences.

Primary Study Layout. A study area of one-square mile has been fenced with antelope-tight fence. Within this area are being constructed smaller test inclosures, each of a different fence type to be tested. A single fence type is being used in each so that the data collected can be statistically analyzed. A trap is also to be constructed within the study area. Adjoining the study area a four-square mile holding area is also being fenced with antelope-tight fence. This area will be utilized to hold the animals until needed for testing.

Fence Types to be Tested. The size of the test inclosures is 20 by 40 rods (110 by 220 yards). Each is constructed of a different fence type, but all are constructed of steel posts one rod apart and with wooden corner posts and braces. Six basic types of fences will be studied (see Figure 1). These include:

a. 20" woven wire
b. 26" woven wire
c. 32" woven wire
d. Modified 26" woven wire (12" to 18" vertical openings with 3" to 6" widths)

These four basic fence types will be tested with barbed wires above them which will be spaced at varying intervals.

e. 40" woven wire (an experimental design fence with 10" by 23" openings with two additional line strands placed 5" and 15" above the ground, dividing the two bottom openings in the woven wire into 5" by 23" openings).

All of the woven wires will be placed snug to the ground.

f. Five strands of barbed wire spaced 5", 11", 18", 26", and 28" above the ground (Rouse's specifications).

In addition to the six basic fence types to be studied:

g. A simulated cattle-guard device of steel rope and tension springs will also be tested in a separate inclosure constructed of antelope-tight fence.
h. A 26" net wire placed next to the ground with two strands of barbed wire spaced 4" and 16" above the net for a total height of 42" (Rouse's recommendations), but with large metal strips (approx. 3" by 18") or danglers (approximately 3" by 9") attached to the top wire at approx. 24" intervals will be studied in a separate inclosure. It has been postulated that because of the extremely powerful long range eyes of the antelope, 7-8 times better than Man, and because they don't have adequate binocular vision at close ranges they may not be able to discern well the exact height of a fence when very close and thus do not try to jump it. If this is true, the metal strips or danglers should eliminate the problem.

Study Procedure. Antelope to be used in the study are to be trapped by the Wyoming Game and Fish Commission. Small groups of animals, representing all age groups and both sexes, will be marked and placed within enclosures constructed of various types of test fences. Close observation will determine the antelopes' reactions and ability or inability to move through or over these fences. At the end of a specified time period, randomly selected groups will again be placed within the enclosures and observed. This process will be repeated until reliable data on each type of fence is obtained. The tests will be conducted during each season of the year and with all age groups of antelope. Sheep are also to be placed in the enclosures for a period of time to determine that the fences to be tested are sheep-tight.

Duration of the Study. It is planned that the study will take approximately one and one-half years to complete.

Cooperating Agencies and Organizations.

1. The Wyoming Game and Fish Commission is participating in the initial planning and development of the study; in trapping and handling antelope during the course of the study; and in conducting certain phases of the study. A technician will be assigned to the study by the Game and Fish Commission. In addition, a monetary contribution of $3,000 has been provided toward the total study costs.

2. The Cooperative Wildlife Research Unit of the U. S. Fish and Wildlife Service at Utah State University has been instrumental in the planning and development of the study. In addition, Mr. Juan Spillett, a graduate Wildlife Research student from the Unit will carry out the actual study observations.

3. The National Wildlife Federation is contributing to the project in the form of an assistantship to finance the graduate research student.

4. The Bureau of Land Management is constructing the necessary enclosure fences, the holding area and other facilities. In addition, materials and supplies incident to the study will be provided.

5. The University of Wyoming, through its Zoology Department, is contributing advice and guidance in the development and accomplishment of the study.

6. Utah State University is providing assistance in the design and development of the study and will assist in the analysis of the information gathered. In addition, $600 has been contributed toward support of the graduate student in his studies.

7. The Wyoming Woolgrowers Association and the Wyoming Stockgrowers Association are making financial contributions toward study costs.

8. Mr. Curtis Rochelle, a rancher from the Rawlins area, has provided assistance through permitting exclusive use of his leased rangelands and a water well for the duration of the study period.

OPTIONAL FORM NO. 10
5010-104

UNITED STATES GOVERNMENT

Memorandum

TO : State Director

DATE: June 4, 1963

FROM : District Manager, Rock Springs District Office

In reply refer to: 4100.2 (RM-KWW)

SUBJECT: Public Land Fencing

Your reference: 4100.2 (RS-BWS)

I. General Information

Before presenting detailed justification for each fencing project, I would like to elaborate on a few general points that would be applicable to all proposed fencing projects and somewhat peculiar to this district.

The district was established in 1936 encompassing an area of approximately 8 million acres, with 5,200,000 acres of public lands. Since the area is largely semi-arid in nature, it is pretty well limited to the production of range forage, the range cattle and sheep industry being the most important agricultural enterprise in this area.

The early use of the district was characterized by migrating sheep moving into the area and exhausting the forage supply. This situation presented a serious problem to the local livestock operators. As a corrective measure prior to the passage of the Taylor Grazing Act, such organizations as the Rock Springs Grazing Association, the Western Wyoming Range Company and the Uinta Development Company were established, gaining control of the intermingled checkerboard railroad land for the sole purpose of protecting the forage resource and to bring stability to their livestock operations.

These organizations were pretty well successful in accomplishing these objectives. The migratory or transient sheep herds were eliminated and the number of cattle being regulated by the amount of winter forage produced on the cultivated lands. Livestock management under these open range conditions was adequate to meet the needs of the operators at that time.

With establishment of the grazing district, further controls were placed on range operators requiring the use of base properties for at least 100 days, but permits were issued for use of the Federal range covering broad areas, possibly because of the inability of operators to control the grazing practices of their animals. It is possible in this district for cattle to drift over 100 miles from where they are expected to range without any interference from fences or other controls.

With the present public interest and attention toward all of our natural resources, it is quite apparent that more intensive management and control must be exercised on our grazing activities to properly correlate them with interests of the wildlife enthusiast, recreationist, and all other lawful uses of the public lands.

Of particular public concern as evidenced by numerous statements by conservationists as well as Governmental leaders is the condition of our ranges and the continual soil loss from our watershed areas.

Most of the district is drained by the Green River and its tributaries. During the thirty-year period from 1931 to 1960, U. S. Geological Survey gauging station at Linwood, Utah showed that the Green River averaged over 1,300,000 acre-feet of water per year. The silt content of this flow, as measured by U. S. Bureau of Reclamation, varied from 100 parts/million to a high of 25,000 parts/million with an average of 4,000 parts/million for the month of February 1962. A great number of these silt-producing watersheds are problem areas within the district, requiring intensive management and extensive rehabilitation work to stabilize the watershed areas and bring the forage production to the maximum potential and reduce silt losses.

Based on present information, the range condition within the district is as follows:

242,174 Acres	Excellent	5%
771,221 Acres	Good	16%
2,354,294 Acres	Fair	48.8%
1,443,309 Acres	Poor	29.9%
15,048 Acres	Bad	.3%

The general trend indicates that most of the area is still declining in condition.

The licensed use within the district is as follows:

39,479 cattle for	137,732 AUMs
348,493 sheep for	351,287 AUMs
387,972 livestock for	489,019 AUMs

The big game use is estimated as follows:

8,550 deer	14,231 AUMs
2,800 antelope	6,480 AUMs
2,385 elk	10,125 AUMs
90 moose	780 AUMs
13,825 big game animals	31,616 AUMs

Considering past grazing history and the above livestock use along with the trespass use and climatic conditions, the present condition of our range is quite understandable, and probably would be considerably worse had it not been for a few conservation-minded operators, who are leaders of the local industry groups.

The importance of grazing trespass on range condition within the district cannot be ignored. During the last two years, 50 trespass cases have been detected, and demand made for the unauthorized use of over 3,660 AUMs. We feel that on the basis permits have been issued (covering broad areas, including several administrative units), trespass use has been encouraged and ignored. Any new permits will have to designate an area of use and livestock will have to be controlled to limit the use within the carrying capacity, and during the season designated as proper.

Under our present range analysis program, we are making an inventory of our forage resource and attempting to regulate the use within the limits of the inventory. This undertaking will result in failure, if adequate control measures cannot be employed to regulate grazing use, and livestock are allowed to concentrate and drift at will. Without adequate grazing control, we do not feel justified in expending large sums of money to attempt to rehabilitate the range and our range inventory work will be of no value without following through with indicated management requirements and development practices.

From many of our range operator's standpoint, the challenge of modern competition in the livestock industry and increased awareness of conservation and enhancement of the multiple resources values of the public lands has resulted in greater attention being given to properly managing these range lands. The inadequacy of former methods has been realized. A goodly number of them feel they must make drastic changes in their livestock operating practices, if they are going to remain in the livestock business. Not only are they confronted with high operating costs, but the labor situation continues to get worse. Many of the range operators are looking toward fenced allotments with loose herding as their salvation.

Even under our desert conditions, we have many sites that can be developed and greatly improve the forage production by such accepted range improvement practices as sagebrush control, contour furrowing, water spreading, seeding, etc.

The continual spread of halogeton and other undesirable plants within the district also emphasizes the need for proper management and development, which can only be achieved by regulated grazing practices.

In summary, we feel we can no longer ignore the existing problems and conditions within the district and well-planned fences appear to be the most practical solution to achieve our management objectives.

We realize the importance of our wildlife resource and the possible affect any of our management and improvement practices may have on this resource. We do feel, however, that controlled livestock use within the grazing capacity of the range and adequate water development for proper distribution will improve forage conditions for wildlife as well as livestock. In order that each planned project may receive proper consideration from a wildlife standpoint, it has been the practice to review our annual work plan with local representatives of the State Game and Fish Commission and incorporate suggestions they may have that might enhance the wildlife values of our program.

A number of the following proposed projects have been reviewed by the District Advisory Board. The remainder will be considered along with watershed plans and at the time they are included on the District Annual Work Plan.

II. Detailed Information - Proposed Fence Projects

Northeast Unit

Name: W3-W4 Boundary Fence

Map Location: NE #1

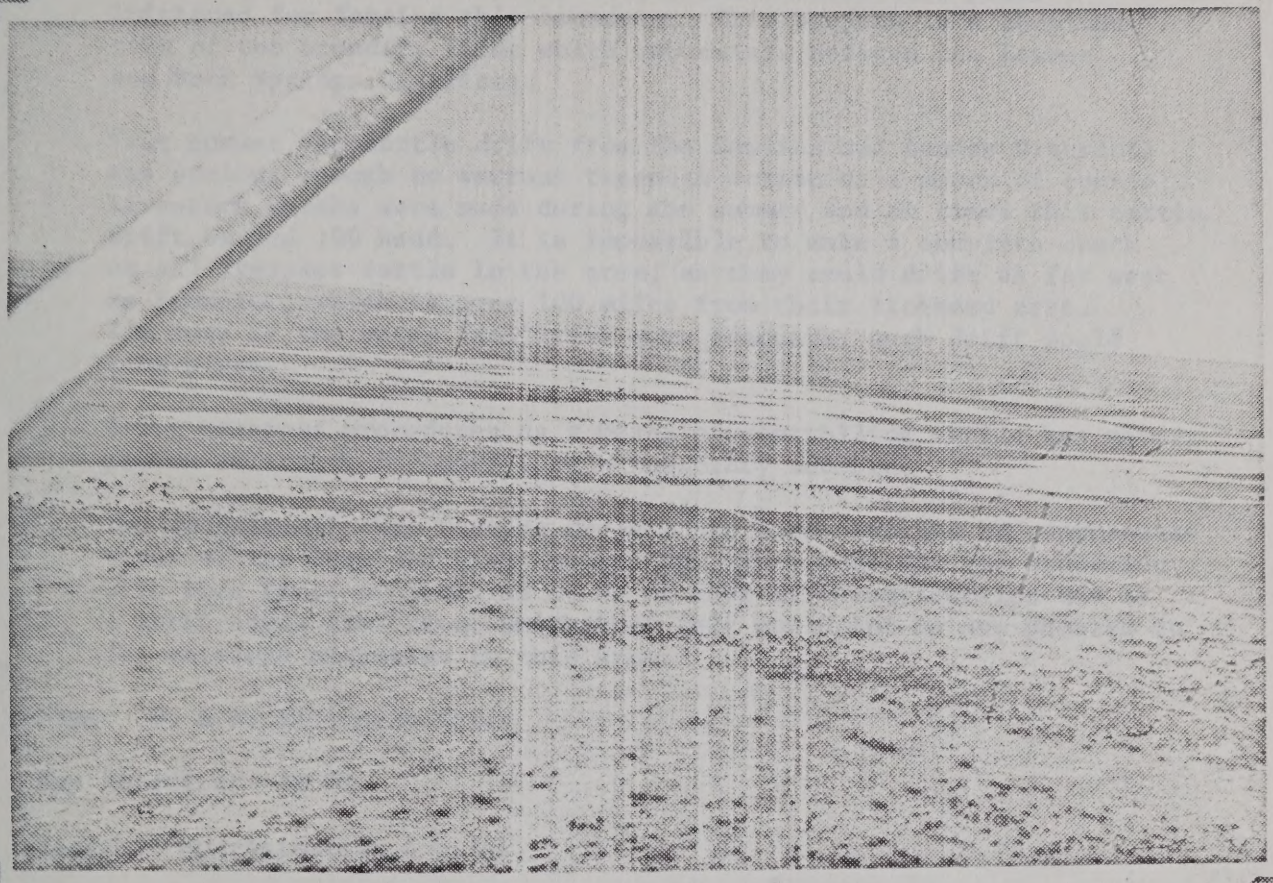
Length: Approximately 48 miles

Specifications: 4 barbed wire construction

General Purpose: To separate the Rock Springs and Rawlins District's grazing use. Under construction at present time as an APW project for Sweetwater County.

Range Use: Current use of the range on the Rock Springs District Northeast Unit is spring-fall sheep use with some summer cattle. The Rawlins District use is predominantly summer cattle. Some unclaimed horses as well as antelope, deer and elk make use of the range in the Northeast Unit. The recreation use is mostly by big game hunters; however, rock hunters find the area appealing. The area is traversed by numerous oil exploration seismograph trails, but there is no significant oil production in the general area of the fence.

There is an area in the unit with active sand dunes. The fence line crosses these dunes as shown in the following photograph. (Taken 5-28-63).



The need for this fence has been evident for a number of years. When the district boundary was established, provisions were made in the permits issued for livestock drift back and forth between the two districts with little attention directed toward intensive management. This method of operation has proven unsatisfactory from both the Bureau's standpoint and the user's standpoint.

The sheep operators were and still are reluctant to participate or develop the necessary water to properly utilize this range as any development is an added enticement for greater drift of cattle during the summer months from the Rawlins District. As a consequence, adequate water to uniformly and properly utilize this range has never been developed.

In 1960 the management problem between the two districts was considered serious enough to warrant changes in the district

boundary to do away with the inter-district use. At that time the new district boundary was marked and cleared with plans initiated for fencing this boundary. This project is a continuation of the boundary fence which now exists between the Lander and Rock Springs Districts.

Last summer the cattle drift from the Rawlins and Lander Districts was serious enough to warrant trespass action as a means of control. Livestock checks were made during the summer and at times this cattle drift exceed 100 head. It is impossible to make a complete check on all trespass cattle in the area, as they could drift as far west as Kemmerer, which is over 100 miles from their licensed area. I'm sure if the water facilities were adequate, such drift would take place.

Using trespass procedures as a means of controlling cattle has never proven effective for more than a temporary measure.

The location of this fencing project has been reviewed by representatives of the Game and Fish Commission. They were not too concerned with this fence project, as it is of four-wire construction and is a north-south direction, which they felt would not be any problem to the antelope migration in this area.

Name: G. & E. Allotment Fence

Map Location: NE #2

Length: Approximately 6 miles

Specifications: Combination net and barbed construction (in accordance with Rouse recommendations).

General Purpose: To enclose a cattle allotment for G. & E. Livestock Company and keep cattle off the highway. The fence will be constructed along highway right-of-way.

Range Use: At the present time the general area is used with both sheep and cattle. Upon completion of the fence, the summer cattle use of G. & E. Livestock Company will be confined to the enclosed allotment. Antelope, deer, elk and moose make limited use of this general area during the winter months. Recreation is limited to that made by hunters and rock hounds. Mineral activity is limited, but northeast of the area, Columbia-Geneva Steel has an extensive mining operation.

G. & E. Livestock Company will cooperate to the extent of 50% of the cost of this fence. They, as well as the Bureau, feel it necessary to control the livestock use. This fence is also necessary to effectively and safely use this area adjacent to highway #28.

Name: Northeast Unit Allotment Fences

Map Location: NE #3, NE #4, NE #5, NE #6, NE #7, NE #8, NE #9, NE #10, NE #11, & NE #14.

Length: The map locations are designated and broken down as above because of the different range users involved and different allotments affected. The total length involved in the above-referenced locations is approximately 87 miles.

Specifications: The above fences will be built of combination net and barbed wire construction (Rouse specifications).

General Purpose: To enclose spring laming ranges to facilitate loose herding methods for increased lamb production as well as more uniform range utilization and trespass control.

Range Use: The area is currently being used as spring-fall sheep range with some summer cattle use. The area supports a considerable number of deer yearlong, and elk and moose during the winter months. Antelope use of the area is quite limited. The area is used to some extent for fishing and access to the higher forest areas, which have a greater recreation potential.

Several years of declining prices for lamb and wool and slowly rising costs have placed the range users in a cost price squeeze. To help combat this situation, the majority of the range users in the Northeast Unit feel it imperative to their survival that a fencing program be initiated, which would facilitate loose herding practices, at least during the lambing season. These range users met with local BLM representatives and requested initiation of a fencing program. The range areas of the different users have been established by range line agreement and adhered to for years. The present range operations are quite stable with operators that are interested in developing the forage resource to its maximum potential. In this particular area soil and rainfall conditions are favorable to increase forage production by more uniform utilization, rotating grazing, changes in class of stock, etc. This particular area will also lend itself to development practices such as sagebrush control and artificial seeding, etc. The range users have indicated they would participate in these fencing projects to the extent of 2/3 of the total costs with BLM providing the other 1/3.

The Wyoming Game and Fish Commission is presently negotiating with one of the range users in this area, as they are interested in acquiring his base lands and range area for development of additional elk winter range. They have indicated an interest in getting these areas controlled, and if they are successful in their negotiations, their plans are to consider fencing the area for protection during a forage development period.

Name: Northeast Unit - Forest Boundary Fence

Map Location: NE #12, NE #13, & NE #15

Length: The above map reference numbers include a total of 23 miles of fence construction.

Specifications: These fences will be of barbed wire, and a combination of net and barbed wire construction. (The combination net and barbed will be in accordance with Rouse recommendations). The type of construction in each instance will be determined by the type of grazing use being separated.

General Purpose: These fence projects will separate the summer use being made on the Bridger National Forest for the spring-fall use being made on the foothill public domain ranges. As indicated on the map, this boundary fencing project was initiated some years ago with the above-referenced projects needed to complete the job.

Range Use: At the present time the public domain lands are being used as spring-fall sheep range with some summer cattle use. The forest ranges are presently being used with both sheep and cattle during the summer. Without these proposed fences, it is impossible to adequately control the grazing use on forest or public domain lands. The Bridger National Forest is participating in these projects and have already completed several miles of fence along this boundary.

The projects are needed not only to regulate the number of livestock, but it is important that these ranges be used during the proper season, as too early spring use is very damaging to the forage resources at these higher elevations.

Both the forest land and the public domain lands have a very high potential for forage production. Experimental sagebrush spraying projects in the area have increased the carrying capacity many times over its present capacity. Both the Forest Service and BLM are interested in developing these areas to their maximum potential. Completion of these fence projects on the boundary will be a start toward this development.

The area is important as access to the higher wilderness areas. It provides yearlong range for deer, winter range for elk and moose. There are also several popular fishing streams traversing the area.

Rock Springs Unit

Name: W3-W4 Boundary Fence

Map Location: RS #1

Length: Approximately 13 miles

Specifications: 4 barbed wire construction

General Purpose: Continuation of district boundary fence into the Rock Springs Unit. Under construction at present time as an APW project for Sweetwater County.

Range Use: Current use of the range on the Rock Springs District, Rock Springs Unit is winter sheep grazing with some summer cattle use. This grazing unit is within the checkerboard land pattern with the Rock Springs Grazing Association controlling practically all of the private lands. The area has a limited number of antelope during the winter months.

The area has had considerable oil exploratory work, but little indication of significant production.

The comments made when discussing the Northeast Unit portion of this boundary fence would be applicable here also.

Name: Rock Springs Pilot Fence

Map Location: RS #2

Length: 5 miles

Specifications: Combination net and barbed (Rouse recommendations).

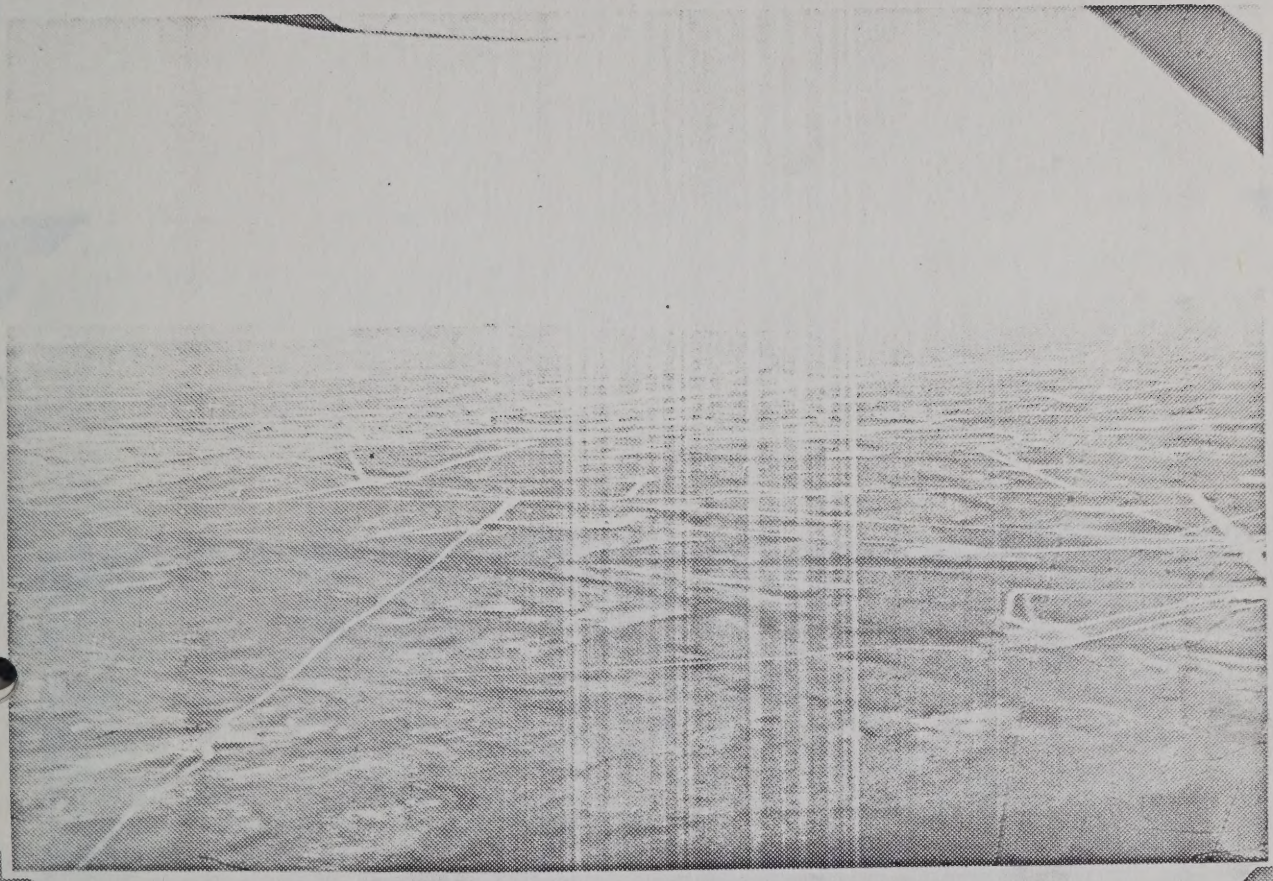
General Purpose: To enclose a small area within the Rock Springs Unit for experimental purposes.

Range Use: At the present time the general area is being used as a winter sheep range. Several of the share holders in the Rock Springs Grazing Association are interested in attempting to determine how sheep respond to loose or pasture type herding during the winter months. This small area will be used for this purpose. The fence project will be authorized under Section 4 permit.

The area is within the checkerboard land pattern.

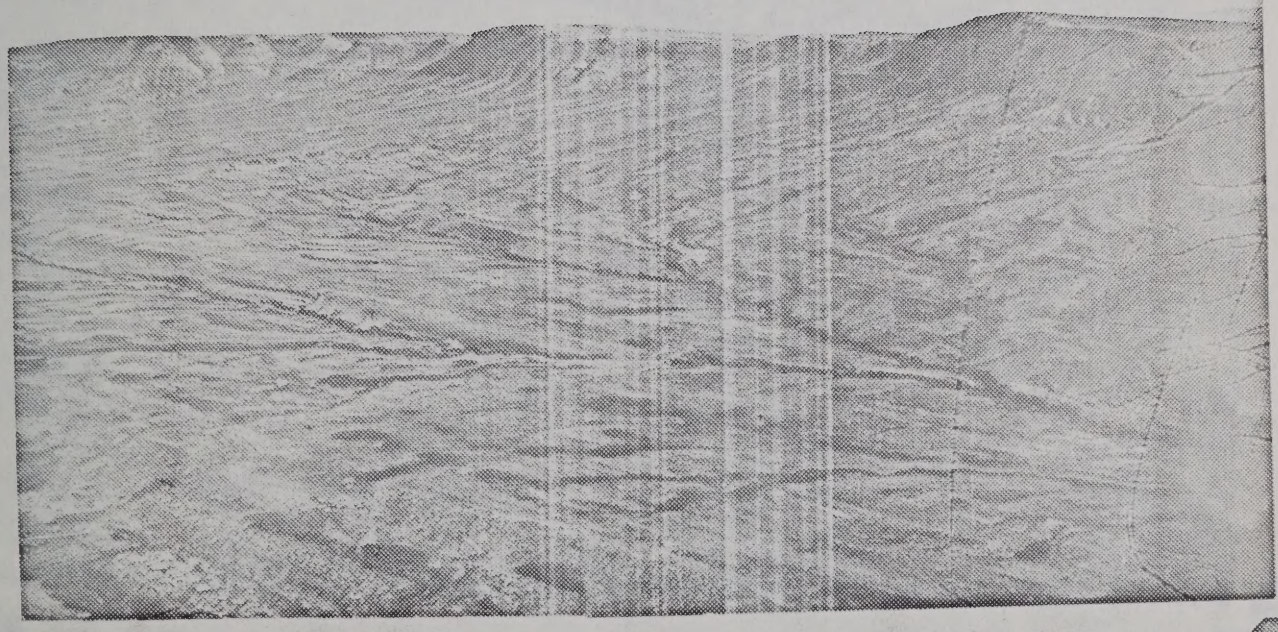
There is at present a few antelope ranging within the general area.

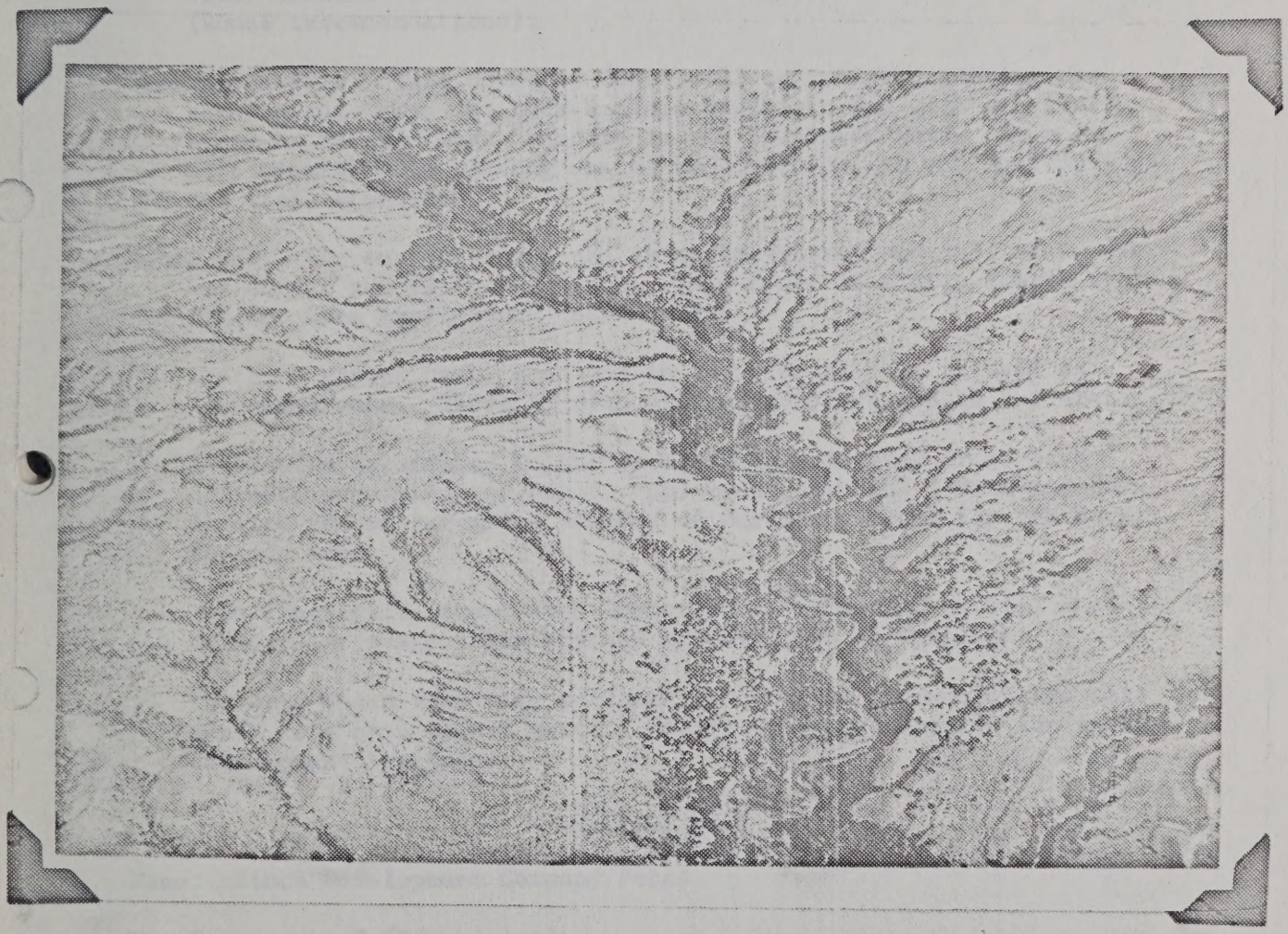
There is extensive oil and gas exploratory work with several producing fields within the general area. The following photo shows the results of this explatory work. (Taken 5-28-63).



The following two photos taken along the Kenney Rim in the Rock Springs and Southeast Units point out some of the erosion control problems confronting us in these areas.

(Pictures taken 5-28-63).





Southeast Unit

Name: Vermillion Fence

Map Location: SE #1

Length: Approximately 9 miles

Specifications: This fence is being built as an APW project for Sweetwater County. It is combination net and barbed construction (Rouse recommendations).

General Purpose: This boundary fence will control the grazing use between the Craig and Rock Springs Districts and will eventually serve as an allotment boundary in the Southeast Unit. It will also separate the grazing use of two licensees in the Rock Springs and Craig Districts.

Range Use: The current range use is spring-summer and fall sheep use and summer and fall cattle use. This fence is a step toward working out more appropriate seasonal use.

There is rather heavy deer use in the general area as well as elk summer use. There is also limited antelope use in the area.

Recreation is limited in the area although several areas have definite camp site and other recreation potential. Pine Mountain is also one of our major sources of Christmas trees for the Rock Springs Area.

This fence will become more important as a management tool when our present range inventory and adjudication is complete.

The area has a very high potential for forage production and this fence is a step toward getting proper livestock control for future development practices.

Granger Unit

Name: Uinta Development Company Fence

Map Location: G #1

Length: Approximately 32 miles

Specifications: Barbed wire construction. This project is being constructed as an APW project for Sweetwater County. The Uinta Development Company has contributed $12,000 toward this unit boundary fence.

General Purpose: The main purpose of this fence is to confine livestock to their licensed area and regulate grazing use to the grazing capacity of the range.

Range Use: At the present time the Uinta Development Company (a large land holding company within the checkerboard land pattern area of the Granger Unit) are licensed for winter sheep use within the Granger Unit. We also have some summer cattle use licensed within the Granger Unit. The Burntfork Unit has several thousand cattle licensed during the summer months and as soon as the better range areas are grazed in the Burntfork Unit, these cattle drift onto the winter range areas of the Granger Unit. Reports have been made indicating as high as 2,000 cattle drifting onto the Granger Unit from the Burntfork Unit.

We have completed our range inventory of forage resources of the Burntfork Unit and our adjudication of that unit is well under way. This fence will serve as a tool in confining the grazing use within the limits of the available forage and help obtain the management objectives as outlined for the two grazing units.

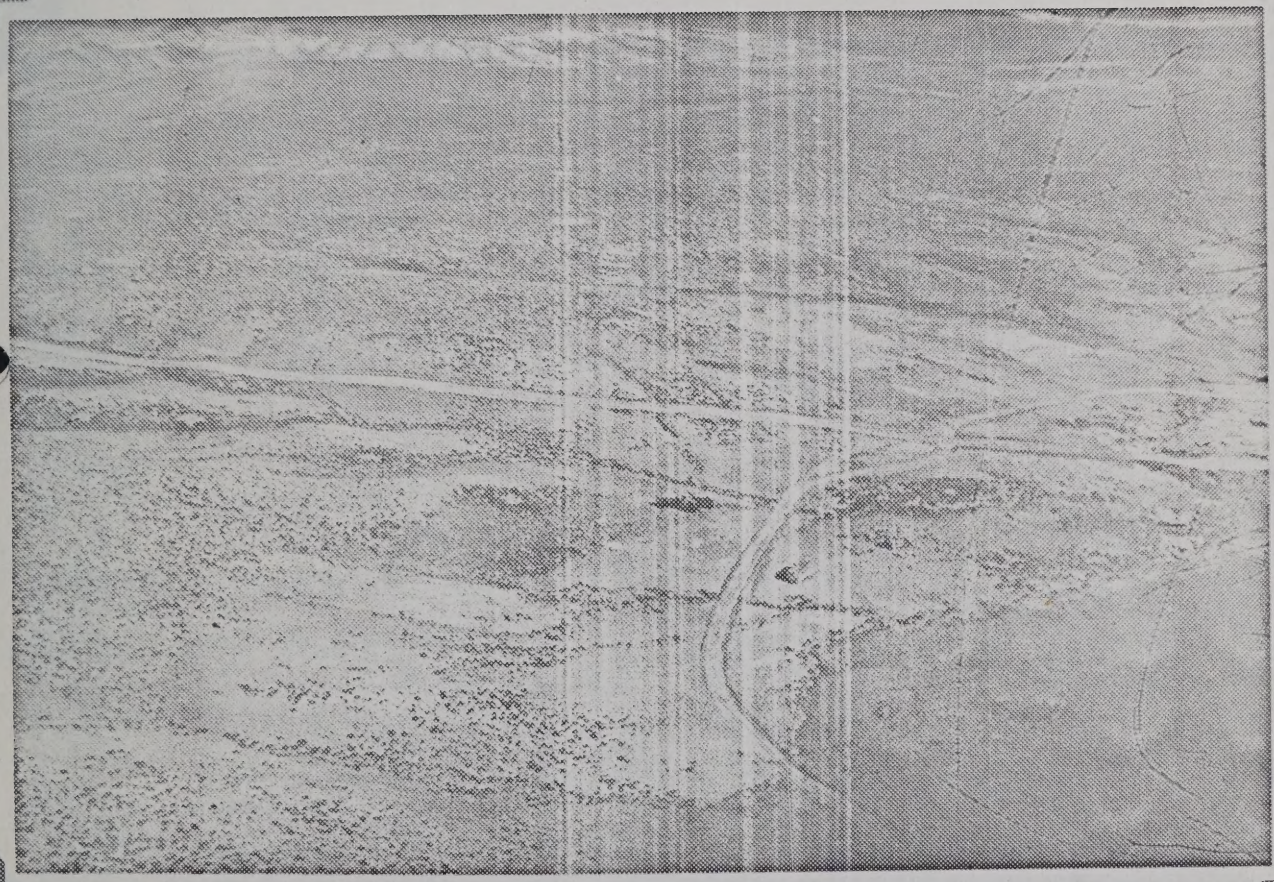
Within the Granger Unit, the Uinta Development Company is considering changing some of their sheep use to cattle use. In order to do this effectively, extensive water development is necessary. At the present time, without the necessary control, this would be an added enticement to trespass stock from the Burntfork Unit. There are also several areas within the Granger Unit that have a high potential for forage development by sagebrush control, water spreading, etc.

This area within the two grazing units has some of our highest silt producing watersheds. The area is adjacent to the much publicized Flaming Gorge Recreation Area, and although the range area has little recreation potential, it will be traversed from several directions by visitors to the Flaming Gorge Recreation Area. We feel it imperative that we attempt to do a better job of managing and developing the resources within this area. Livestock control will be one of the major factors in accomplishing our development and management objectives.

The area within the two units support a small resident antelope herd of approximately 50-100 head. There is also a few deer on the higher elevations within the Burntfork Unit. The area within the Burntfork Unit has been explored for oil and gas and is traversed by several pipelines from producing wells.

The fence project has been reviewed by the Wyoming Game and Fish Commission personnel and their suggestions for gates, etc., are incorporated in the construction plan.

The following photo shows the field camp and dozer line prepared for the fence construction.



This photo shows the heavy silt content of the Black's Fork River where it drains into the Green River. The Black's Fork River is a major drainage of the Granger Unit.

Name: Black's Fork Drift Fence

Map Location: G #2

Length: Approximately 14 miles

Specifications: Barbed wire construction

General Purpose: This fence will be a continuation of the existing fence separating the Granger and Uinta Units. It will run north and south along the Black's Fork River beginning at the end of the present fence and tying into the railroad right-of-way fencing enclosing the west boundary of the Uinta Development Company boundary.

Range Use: The area west of the proposed project is used by the Western Wyoming Range Company (another large land holding company within the checkerboard land pattern of the Granger Unit) and summer cattle use by ranchers in the Lyman area.

The comments relative to the need for this project would be the same as outlined above under G #1, Uinta Development Company Fence.

Cumberland Unit

Name: Cumberland Unit Boundary Fence

Map Location: C #1

Length: Approximately 38 miles

Specifications: Barbed wire construction (5 wire)

General Purpose: To separate the grazing use between the Cumberland Unit and the Granger Unit, to control trespass between the two units, and to regulate the grazing use to the licensed season.

Range Use: The Cumberland Unit is grazed during the summer months with cattle and during the spring-fall season with sheep. The grazing use east of proposed fence is during the winter months with sheep.

We have completed our forage inventory of the Cumberland Unit and initiated action on the necessary adjustment to regulate the grazing use within the carrying capacity estimates. This fence project will enable us to more fully realize the management objectives in the area.

This area has several sites that can be developed by water spreading and contour furrowing projects. This area is also one of our higher silt producing areas and warrants establishment of erosion control and soil stabilization practices.

The wildlife use in the vicinity of the proposed fence is negligible, however, a heavy deer population is maintained on the high elevations

within the Cumberland Unit. Additional water development is needed for both game and livestock use.

As pointed out in our watershed plans for the Cumberland Unit, fence construction for the control of livestock should receive first consideration if full benefits are going to be realized from soil stabilization and forage development programs.

Northwest Unit

Name: B. Q. Driveway Fence

Map Location: NW #1

Length: Approximately 10 miles

Specifications: Combination net and barbed wire construction. The snow conditions in this area require a let-down type fence.

General Purpose: The main objective in this fence project is to control one side of the sheep driveway through the B. Q. cattle area. This fence will also make it possible for the cattle licensees in the area to hold their cattle to the lower elevations during early spring until the higher elevation ranges have sufficient forage development. The B. Q. Cattle Company has contributed approximately 50% of the estimated construction and material costs.

Range Use: The area is used during the spring-summer months with cattle. The Cokeville sheep operators cross through the area spring and fall going and coming from their winter desert ranges in the Rock Springs and Granger Units.

It has always been a problem to regulate trailing use through this cattle range area. This fence project will aid materially in confining this trailing use to the designated trail.

The lower elevation ranges within this cattle area are ready for use approximately 2-3 weeks earlier than the higher ranges. This fence project will enable these operators to make this proper seasonal use of their range area.

The range area is used quite extensively by deer during the winter months. When the spring migration takes place, the fence panels will be down. The panels will be lifted prior to spring sheep trailing use.

The area has little, if any, recreation potential, however, there are several sites within the area that would lend themselves to forage development practices. The B. Q. cattle operators have indicated an interest in development and proper use of this range area.

Name: Buckley-Etcheverry Allotment Fence

Map Location: NW #2

Length: Approximately 6 miles

Specifications: Combination net and barbed wire (Rouse recommendations).

General Purpose: The fence will serve as a division fence between two individual allotments. A portion of this allotment has been controlled by fence for years and this project will complete the necessary control.

Range Use: The range area is currently being used with sheep during the spring-fall season. This year Etcheverry's requested a change in class of stock to summer cattle. Upon completion of this fence, it will provide the necessary controls for their requested change in class of stock. Both allotments have a high potential for forage development. Sagebrush spraying in the area has been successful and plans are under way for spraying projects within these grazing allotments. The fencing and spraying projects are on cooperative basis with the operators providing at least 50% of the estimated costs.

This allotment fence will provide the necessary livestock control so full benefits may be realized from development and management practices.

The area has little, if any, recreation potential, although several hundred deer winter in the foothill areas.

Name: Cokeville Land and Livestock Company Partition Fence

Map Location: NW #2

Length: Approximately 6 miles

Specifications: Combination net and barbed construction.

General Purpose: To divide the Cokeville Land and Livestock Company allotment into rotational pastures.

Range Use: The allotment at the present time is used for spring-fall sheep range.

This sheep company has worked with the Soil Conservation Service in development of a ranch plan which proposes several changes in their operating methods. The partition fences being considered in this allotment are a key to the objectives of this management and range development plan. It will enable rotation grazing, protection during development periods, and change in class of stock to meet economic needs.

Under the cooperative agreement, the grazing licensee will provide for the fence construction and the Bureau furnishing the materials where the fence crosses public lands.

The area has little, if any, recreation potential, however, it does provide winter range for a small number of deer.

The allotment has several areas that will lend themselves to increased forage cover by initiation of such practices as sagebrush spraying, seeding, etc. The partition fence will provide the necessary protection for such development practices.

Name: Forest Boundary Fence

Map Location: NW #4 and NW #5

Length: Approximately 30 miles

Specifications: The type of construction will be determined by the class of livestock use being made adjacent the boundary location. There will be some areas where natural barriers will provide the necessary control and fencing will be unnecessary.

General Purpose: Tentative arrangements have been worked out with the Bridger National Forest providing for completion of a fencing program along this forest boundary as funds become available to both agencies. The fence when completed will control livestock and prevent drift back and forth between the forest and public domain land.

Range Use: The public domain lands adjacent to the proposed fence project are used as spring-fall sheep range, with summer cattle use. The forest ranges are used during the summer, with both sheep and cattle.

Without the proposed fence, it is impossible to adequate control the grazing use on the forest or public domain lands. The project is needed not only to regulate the amount of use, but is is also important that the use be made during the proper season. Both the forest and public domain lands have a very high potential for forage production. The boundary fence will be a step toward providing the necessary control for development of the forage resource.

Several successful sagebrush control projects within the area indicate what this type treatment can accomplish. There are also a number of additional sites that would respond to this type of treatment.

We are presently working on our forage inventory of the Northwest Unit and indications are adjustments will have to be made in the amount of grazing use and the season of use to stay within the grazing capacity of the range area.

The general area has a high recreation potential as a hunting area, camp ground development, and several good fishing streams.

The area is winter range for a sizeable elk herd and year-round range for several thousand deer. There are no antelope in the area.

Ray W. Wilkins

OPTIONAL FORM NO. 10
5010-104

UNITED STATES GOVERNMENT

Memorandum

TO : State Director

DATE: June 4, 1963

In reply refer to:
4100-2 (BH-RJS)

FROM : District Manager, W-3

Your reference:
4100.2 (RS-BWS)

SUBJECT: Public Land Fencing Report

I. General Information

In justifying the fencing program in the Rawlins District, several problems pertaining to the District's over-all management should first be reviewed.

The District encompasses over 12 million acres, with approximately four million acres of this area being public land. Except for the irrigated ranches immediately adjacent to the Platte and Snake Rivers or their main tributaries, the entire area is mostly semi-desert. The major use of this area is livestock grazing. The season of use for cattle is spring, summer, and fall. The sheep use is practically yearlong, with sheep concentrated on the lower areas in the spring, moving to the higher areas in the summer, and using the Red Desert area west of Rawlins for winter grazing. A significant number of sheep use the National Forests from July 1 to August 31.

Prior to the Taylor Grazing Act, grazing use was uncontrolled. Countless bands of sheep moved at will, going where the feed and water were most plentiful. Migrant bands of sheep from as far away as Utah used the Red Desert basin for a wintering area due to little snow and the large amounts of salt sage found there. Cattle were turned loose and were expected to return home with the fall snows.

After the passage of the Taylor Grazing Act, with its provisions for obtaining grazing privileges on public land, an attempt was made to achieve better management. The migrant bands were eliminated for the lack of base property and local livestock men were allotted areas by range line agreements in many instances. Estimates on range carrying capacity were used to implement these agreements.

It was soon discovered that these agreements were not the total answer to proper and orderly use of the Federal range. Cattle licensed on top of sheep allotments could not be confined to their licensed areas of use. Horse trespass continued in all areas because of the wide ranging characteristics of horses.

Trespass has been, and is, a continuing problem within the District. Rather than being intentional with unlicensed livestock, it results primarily from an inability to restrict licensed livestock to their allotted areas. Historically, all evidence has shown that, short of fencing, sheep or cattle cannot be restricted to their licensed areas of use. Elimination of intentional trespass, while minor in nature from a District standpoint, is aggressively pursued.

Soil erosion and overgrazing were evident in most areas of the District. In 1952 an active Soil and Moisture program was initiated to prevent soil erosion and maintain water in the high run-off areas. Good progress on this program has been made, although activities have been confined to specific watersheds.

Present information shows the following range condition and trend in the District:

Excellent	235,389 acres
Good	1,051,940 acres
Fair	1,712,201 acres
Poor	538,644 acres
Bad	69,983 acres
Total acres:	3,608,157

More important than condition of the range is the trend. Within the District as a whole, 63 percent (2,261,395 acres) is static, 23 percent (831,777 acres) is in a declining state, and only 14 percent (514,800 acres) has an improving trend.

Licensed livestock use within the District amounts to:

	Number	Licensed AUMs
Sheep	294,000	252,000
Cattle	37,000	127,000
Total:	331,000	379,000

Wildlife use is as follows:

	Number	Forage Available-AUMs
Antelope	31,000	39,000
Deer	10,000	9,600
Elk	500	2,300
Total:	41,500	50,900

Complex land patterns in the District further complicate management of the public lands. The railroad grant lands, the so-called checkerboard lands, lie in a 40 mile wide strip across the entire length of the District from east to west. Alternate sections are privately owned. In addition, State school and lieu selection lands are mingled with the public lands, leaving Federal ownership at about 45 percent in these Units. The Red Desert Unit and the Medicine Bow Unit are both checkerboard land pattern areas. Within these Units, the major portion of the present fencing is being done. Most of this fencing is under Section 4 Permits and at the livestock operators' own expense. It should be pointed out that conceivably these two Units could be entirely fenced without Bureau permission due to the land pattern. Operators within these areas are expressing strong interest in accomplishing improved management through more complete fencing.

Since the boundaries of these ownership blocks have long been recognized by livestockmen and used in many instances as individual allotments, the range condition is better in these areas than in the larger blocks of Federal ownership where the area is grazed in common -- thus creating competition among livestock operators for the forage.

In keeping with the Bureau's objective to promote and bring about the improvement and orderly use of the public lands, a certain amount of fencing is essential. It has never been, nor is it now, the objective of the Rawlins District to carry out an indiscriminate fencing program. Rather, our objective is to construct or contribute only toward those fences that are necessary for public safety, such as along highways; fences needed to protect soil and moisture improvements necessary to soil stabilization and forage improvement; fences needed for proper management to prevent trespass or overgrazing due to heavy concentrations of livestock; or where the economics of the livestock industry would be benefited to a large degree.

Participation towards cost of fence construction in the Rawlins District, in most instances, is limited to 1/3 the total cost of a standard 4-strand barbed wire fence. Costs of additional strands of barbed wire or woven wire are borne by the concerned operator. Federal cost participation is restricted to that portion of any fence lying on public land. All fencing on public land under Section 4 permits is paid for by the licensee or permittee.

It has been proven that fencing of individual allotments has contributed to better management and furthered the stabilization of the livestock industry in the Rawlins District. Fencing allows for rotation of pastures and periods of non-use for the forage to grow, obtain vigor, and produce seed heads. It also allows pasture grazing instead of herding. All are factors of importance for conservation, enhancement and protection of the public rangeland to the benefit of wildlife, livestock, and the many users of these lands.

A prime example of this type of management is the rotation type pastures used by The Buzzard Ranch Company of Alcova, Wyoming. Mr. Tye Moore, owner and operator of the Buzzard Ranch Company, points out that less damage is done to the range by turning sheep loose in individual pastures because of less trailing, and more uniform use of the range. He also states that the shipping weight of lambs increased 10 pounds or more per head where sheep have been turned loose in individual pastures. The Buzzard Ranch has been mostly under pasture management or individual allotments for the past six years, and Mr. Moore compares 1962 operation statistics with the year 1948. Lambing percentages have increased from 65 percent in 1948 to 101 percent in 1962. Average shipping weights of lambs increased from 61 pounds in 1948 to 74 pounds in 1962. Wool shrinkage has decreased from 65 percent in 1948 to 51 percent in 1962. Ewe weights have increased from 100 pounds in 1948 to 135 pounds in 1962.

In addition to the advantages of pasture management over open herding, as mentioned above, Mr. Moore has been able to better utilize the range resources under rotation management. He also states, from his observations,

that antelope become very quickly adapted to sheep-tight fences and points out the flourishing herds of antelope now using the Buzzard Ranch deeded properties and adjacent Federal range.

The fencing of individual areas allows a livestock operator to adjust to seasons of use set by BLM, different classes of livestock, and breeds. This is very important today with prices fluctuating year to year in the various livestock markets throughout the country. Twenty-five years ago Hereford cattle and Rambouillet sheep were the predominant breeds found grazing upon the public ranges. Today a Wyoming District may license Angus, Herefords, Brahmas, Shorthorns, or any mixture of other breeds. To produce heavier lambs, the Rambouillet breed has mainly been replaced by other white-face sheep, crosses of Suffolks and Hampshires. Such operations necessitate control and elimination of in-common allotments for the livestock industry. Also, grazing of sheep in fenced pastures is becoming an economic necessity due to lack of herders and high labor costs. With the increased fencing programs in Wyoming the last ten years, it is interesting to note that antelope numbers in most areas have increased.

On all fencing projects on Federal range in the district, the public interest, balanced use, and proper management of wildlife is always considered. All fences constructed either under cooperative agreement or Section 4 permits are built according to specifications from the Rouse Report of January 29, 1954, a study conducted within the Rawlins District and other areas of Wyoming by the Fish and Wildlife Service, concerning the effect of sheep-tight fences on antelope.

Cattle guards are installed at all major roads or trails and gates, and at all other access points. The fences are planned and constructed so as not to provide corners or pockets to catch deer or antelope. Where necessary for antelope to pass through fences, let-down panels or double gates are installed. Specifications are included in the cooperative agreement or Section 4 permits. This agreement is then signed by the livestock cooperator showing when these let-downs or gates will be left open.

The recommendations of the Wyoming Game and Fish Commission representative concerning the effect of a fence on wildlife in the area is obtained in all cases before a decision to construct is made or a permit is issued by the District Manager.

To prevent further overgrazing and misuse by cattle, it has been the recommendation of the Rawlins District Advisory Board and the procedure of the Rawlins office to require all livestock operators changing from sheep to cattle to fence prior to granting approval of such change of use.

Attached is detailed information on the fences proposed in the Rawlins District within the next three years. It should be pointed out that the Rawlins District is considerably more advanced toward completion of fencing necessary to the proper management of the public range than other districts in southwest Wyoming. Pasture management in some units is now a reality, with other units closely approaching such type of management.

It should be further pointed out that the attached list does not include unforeseeable applications for Section 4 permit fences across the public lands. At this time it is impossible to delineate such fences.

Robert J. Springer
acting

Enclosure

Enclosure: June 4, 1963

DETAILED INFORMATION - PROPOSED FENCE PROJECTS

Seven Lakes Unit

Name: Sun Fence

Map Location: SL-1

Length: Approximately 12 miles

Specifications: Standard 4-strand barbed wire fence.

General Purpose: To confine livestock to their proper area of allotted use. Further, it will serve as the initial step towards providing more intensive management for the total Unit.

Range Use: The Seven Lakes Unit is a large unfenced region except for the west boundary fence now under construction, separating the Rawlins and Rock Springs Districts. The unit is predominately fall-winter sheep range. Summer cattle are licensed in a portion of the unit. Approximately 5000 head of antelope frequent the area. Few deer inhabit the Unit. The range condition is good in general. Concentrations of livestock and wildlife around watering areas have resulted in localized trampling and overgrazing.

Trespass has been a continuing problem and undoubtedly will continue until controlled by proper fencing. At the present time, livestock licensed in the Lander District drift into the Seven Lakes Unit. In general, areas of customary or historic use are assumed by some sheep operators, but use is highly competitive. Uncontrolled trespass use from cattle licensed in the Lander District also takes place. Livestock licensed in this Unit trespass south into the adjacent Red Desert Unit, where private checkerboard holdings have developed water sources for livestock.

The Sun Land and Cattle Company grazes approximately 2000 head of cattle on public lands within the Unit. Due to the lack of control brought about by the absence of fences -- as has been forcefully demonstrated over the years -- these cattle cannot be confined to their licensed area of use. Further, the economic factors prevailing in the livestock industry necessitate improved and more efficient management for survival.

Under present conditions, licensees and permittees are reluctant to contribute toward range improvements in this Unit because of the competitive use prevailing. Livestock control is necessary prior to the District's actively developing water and other range improvement practices. Such range improvement practices must be developed simultaneously with fencing to prohibit overuse and abuse of the forage resources. Uniform livestock distribution will eliminate localized soil

erosion and soil deterioration. At the same time, areas of light utilization will be more fully grazed.

The need for fencing in large areas, such as the Seven Lakes Unit, has been long recognized. Recognized authorization such as L. Stoddard and A. Smith in the book entitled Range Management point out .... "When a rancher is engaged in livestock production on the dry western ranges, thousands of areas are involved. Each special grazing program calls for some means whereby the movement of livestock can be controlled; otherwise, it would be impossible to insure the stock remaining on the desired unit."

Antelope populations are present in good numbers. However, adjacent areas to the east, having similar range conditions but with substantially more fencing and water development, have concentrations of antelope of much greater proportions. In the neighborhood of 300 permits for antelope will be allowed in the Seven Lakes Unit, contrasted to 1500 permits in the Ferris Mountain Unit just to the east. Unquestionably, the development of range fencing coinciding with water development will have a most beneficial effect on the antelope herds in this area.

This fence will be posted with signs and all major access points showing public lands. Access to the Unit is good, though distant from major routes of travel. Both hunting pressure and other recreational uses are light. Approximately 90 percent of the land within the Unit is Federally owned.

RED DESERT UNIT

Name: Red Desert Unit Fences

Map Location:

RD-1, Pinegrove - Chapman
RD-2, Latham-PH Fence
RD-3, Weber Fence
RD-4, Echo Springs Fence
RD-5, Tipton-PH Fence
RD-6, Boundary Fence
RD-7, Lost Creek Butte Fence
RD-8, Green Mountain & Sage Creek Fence
RD-9, Divide Fence
RD-10, Jawbone Fence
RD-11, Peterson Fence
RD-12, Pinegrove-PH Fence

Specifications: All of these fences wil be woven wire, constructed to Rouse specifications, except the RD-3, Weber Fence, and RD-6, Boundary Fence, which will be standard 4-strand barbed wire.

Length: Varying lengths from 3 miles to 42 miles.

General Purpose: To improve and intensify the range management of the allotment units enclosed. Further, the fences will allow regulation of seasons of use, areas of use, numbers of livestock, and prevent trespass on checkerboard sections of both public, private, and state lands.

Range Use: To comprehend the range use and management problems within this Unit, knowledge of the complex intermingled land pattern is necessary. The entire Red Desert Unit is composed of checkerboard lands extending for a distance of 20 miles on each side of the Union Pacific Railroad.

In addition to alternate sections being privately controlled, the State of Wyoming has both school and lieu selection lands irregularly scattered throughout the Unit. Federal land is limited to forty-five (45) percent of the area, with few, if any, sections of contiguous public lands.

The range in the Red Desert Unit is in good condition, some is excellent, with the exception of the eastern part adjacent to the Platte river. Poor soils and sparse vegetation limits potential forage production and results in a lower carrying capacity for this portion of the Unit.

Because of the well defined land ownership blocks, many have been used as individual allotments in the past. This has reduced trespass and competitive use -- resulting in a better overall condition and trend of the range.

This Unit is being fenced on the ownership boundaries largely due to the economic factors affecting the livestock industry. Bureau participation in fencing is less than in other Units. Again, it should be pointed out that this entire Unit could conceivably be fenced without Bureau consent or participation due to the land pattern. While 32" woven wire could be used by the private land owner in constructing fences, to date only one operator has refused to follow the recommendation of the Rouse report.

Fencing with woven wire has allowed the sheep to be turned loose, rather than herding. Problems resulting from herding operations, such as distribution, localized overuse and trespass, are eliminated. Rotation of pastures can be initiated with cross-fencing, in order to obtain the maximum forage production potential of the area. A good example of rotation type pastures is the progressive Rochelle livestock operation west of Rawlins. This operator, it should be pointed out, has contributed the use of his privately leased lands, part of

his federal range use, and a water well on the leased lands, to the antelope fencing study underway near Wamsutter, Wyoming. This operator's interest in the welfare and enhancement of the antelope herds has been amply expressed in his present and past contributions toward resolving the antelope-fencing controversy.

Aerial counts by the Wyoming Game and Fish Commission shows approximately 12,000 antelope in this Unit. Less than a thousand antelope permits will be issued in this Unit during the 1963 hunting season. A few deer also frequent the area. To date, the entire Unit is open to hunting on both the Federal and deeded lands. Small private fenced pastures may be posted if livestock are contained in them during the hunting season. A pertinent fact is that if all the deeded lands were closed to hunting in this checkerboard Unit, access to the major portion of the most readily available Federal range for hunting and other recreation uses would be cut off for 20 miles on either side of U. S. Highway 30, the entire length of the Rawlins District. Access would be limited to Federal sections along existing public roads.

RD-6 is a stranded, 4 strand barbed wire fence being constructed along the Rawlins and Rock Springs District boundary. It will prevent inter-district trespass which is presently a problem of major significance. Access gates or cattleguards are being provided at all crossings and signs placed on the fence indicating public lands.

Shell Creek Unit

Name: W3-W4 Boundary Fences

Map Location: SC-1 (Shell Creek) and SC-2 (Adobie Town)

Length: Approximately 55 miles.

Specifications: 4 barbed wire construction

General Purpose: The main purpose of this fence is to separate the Rawlins and Rock Springs Districts' grazing use and prevent inter-district trespass.

Range Use: The current use of the western portion of the Shell Creek Unit is fall-winter-spring sheep use, overridden by spring-summer-fall cattle use. In addition, a considerable number of feral horses make year-long use of this area. Approximately 600 head of antelope and a few deer frequent the range. The range, about 95% Federal land, is in generally fair to poor condition, with indications of a slightly declining or static trend. A range survey is presently underway within this Unit.

These fences will serve to separate the Rock Springs and Rawlins District and facilitate administration by eliminating inter-district trespass of sheep and cattle. Further, it will serve as a first step in bringing the western end of the Shell Creek Unit under management for proper use and orderly control of livestock to eliminate mususe to the grazing resources of the public lands. Coinciding with construction of these fences, water development can be initiated without creating the problem of drawing additional unlicensed livestock into the Unit.

The history of the Shell Creek Unit is an excellent example of misuse, poor livestock distribution, trespass and competitive use. Dating from 1947, the District has attempted to bring the Unit under proper management. Range use agreements, designating areas for sheep, cattle and dual-use were initially established but not fenced. Through succeeding years, it became evident that the areas as established were not, and could not be, used in the agreed manner without livestock control by means of fences. Livestock, when turned out on the range, would roam at will, seeking areas of favorable terrain and feed. When driven back to areas of licensed use, they would immediately drift back to their favored areas. Nothing less than a 24-hour-day, 7-day week, horseback patrol of the boundaries of the cattle allotments would prevent cattle from overriding adjacent allotments. Placing of salt in strategic areas has little effect on distribution due to the heavy salt content of the forage. Proper administration of the area is virtually impossible under present conditions, and utilization is spotty, causing localized overgrazing. An aerial census by the Wyoming Game and Fish Commission in 1959 indicated approximately 600 antelope in the Shell Creek Unit. When additional water is provided in connection with allotment fencing, antelope may tend to gather more in this area. Approximately 150 permits for antelope are to be issued during the 1963 hunting season. The deer population is variable, showing moderate utilization of forage in some areas during the winter. Deer migration is known to be unaffected by fencing.

Hunting is limited in the area due to poor roads and the distance involved in getting to the area. Where the fence crosses Federal land signs will so indicate. Gates or cattleguards will be installed at all main access points.

Name: Jolley Fence

Map Location: SC-3

Length: Approximately 13 miles.

Specifications: Woven wire - Rouse specifications.

General Purpose: To serve as an allotment boundary fence, separating classes of livestock, limiting livestock use to proper seasons, providing for more even distribution of livestock, and preventing trespass.

Range Use: Present use of the range in the south central portion of the Shell Creek Unit is predominately fall-winter-spring sheep use. However, spring-summer-fall override of cattle from Colorado and from cattle allotments to the west is common. The range is in good and fair condition, with the majority being classed as fair. Antelope use is very limited and deer frequent the area.

Within the past year, the Jolly allotment has changed hands and significant alterations are planned in the livestock operations. Due to economic factors, the operation is being converted to one of running sheep loose under fence without herders. In addition, cattle are to be run on this allotment. Without fencing of the allotment, drift and trespass cannot be prevented. Coinciding with development of suitable controls for both sheep and cattle, proper seasons of use will be established by BLM, thus affording an opportunity for range management and improvement.

This fence will be a significant step in completing the total fencing program in the Shell Creek Unit which will serve as a base for more intensive management of the public lands located here.

Public access to the area is good. Hunting is limited, due to the lack of great numbers of big game animals. The fence will be posted with signs indicating Federal ownership and gates or cattleguards will be installed on all roads and major trails leading into the area.

Name: Standard Road Fence

Map Location: SC-4

Length: 8 miles.

Specifications: Woven wire according to Rouse specifications.

General Purpose: The main purpose of this fence is to complete the allotment boundary fencing program in the East end of the Shell Creek Unit, providing proper livestock distribution, prevent trespass, and confining livestock to their allotted area of use.

Range Use: Present range use is by sheep and cattle in common. Sheep use is mainly fall, winter and spring, and cattle use is during the summer and fall. The area shows definite signs of overgrazing in areas, with light use in other sections. Fencing would give better distribution of livestock, thereby eliminating overtrampling and loss of soil in the area where stock congregate. In this area stockwater developments are being planned to coincide with the fence program.

Some range improvement work on allotments has been started with the control of sage brush. It has been shown that such improvements cannot be protected without proper fencing. The range condition is fair. With intensive improved management, the forage will be increased for both livestock and wildlife. Wildlife, mostly antelope in summer, are scarce, probably due to lack of water in this area. This situation will improve as management proceeds.

Cattleguards or gates will be put at all roads and trails for easy public access. Signs showing Federal land will be posted at the main points of access through this fence.

Baggs Unit

Name: Montgomery Fence

Map Location: B-1

Length: 14 miles.

Specifications: Woven wire of Rouse specifications.

General purpose: To redistribute scattered, random, livestock use presently spread throughout numerous subdivisions of the Baggs Unit into a concolidated allotment with defined seasons of use and numbers. This fence will also delineate adjacent sheep allotment areas, preventing trespass onto and out of licensed areas in the interest of orderly and sound range use and management.

Range Use: The range in this area is used during spring and summer and fall by sheep, cattle, and both licensed and feral horses. Range condition is fair to poor, in general, with poor range in localized areas of heavy grazing. Antelope frequent the Unit in limited numbers, while deer populations are heavy.

The management in this Unit is complicated by an irregular quilted land ownership pattern that defies description. The area of the Montgomery fence is presently licensed in-common for horses, sheep, and cattle. Because of lack of control over livestock of numerous operators, accompanied by rough terrain, certain areas are being overgrazed, while others receive very little grazing.

Presently the area to be fenced is licensed to many operators by sub-units, resulting in overlapping use due to the absence of any means of control. Each sub-unit of Federal land intermingles with deeded and State controlled lands. For example, the Montgomery operation is licensed in 7 sub-units, all of these units being scattered over the Brown Hill Cow Creek areas of the Baggs Unit. Licensing for

small numbers of cows in each sub-unit makes it impossible to provide for orderly use or prevent trespass on the allotted areas. Some operators have 2 or 3 cows in one sub-unit; 5 or 6 cows in a sub-unit a mile away; and another dozen in another sub-unit. The entire area is unfenced, has intermingling of all classes of ownership, and has an override of sheep use.

The problem presented in administration of the public land tracts involved is indeed complex. Trespass action has been taken on a number of operators in this Unit, but due to allotment lines that are imaginary on the ground, improper use and deterioration of the range will continue until controlled by fencing. Extensive adjustment of allotted grazing areas and exchange of use licenses will have to be made to bring proper management to the area concerned.

The Montgomery fence is a big step in the right direction to obtain the management needed to benefit the soil and range resources. Itwill consolidate the largest cow licensee in the area into a workable, management area, a condition that does not exist at present.

Aerial census by the Wyoming Fish and Game Commission show 600-700 antelope in the Baggs Unit. Approximately 250 antelope permits will be issued for the 1963 hunting season within the Unit. A very small percentage of these would be found in the area enclosed by the Montgomery fence. Deer populations are heavy and constitute a management problem within the Unit. Three deer bag limits have been licensed in parts of the Baggs Unit for the past two years.

Access over deeded lands in this area is generally good. Gate and cattleguards will be placed where necessary in the proposed fence, as will signs be posted.

Baggs Unit - Cont'd

Name: L-P and Rochelle Fence

Map Location: B-2 (L-P Fence) and B-3 (Rochelle Fence)

Length: Approximately 7 miles.

Specifications: Woven wire fence of Rouse specifications.

General Purpose: An allotment boundary fence to establish rotation type pasture management for dual use by cattle and sheep on former sheep allotments. These fences will provide for better distribution of use and confine livestock within their licensed areas.

Range Use: Livestock use of this range is confined to late spring, summer, and early fall. Grazing privileges in both of these areas has recently been purchased by different operators. Former use by sheep is being replaced by both sheep and cattle. Imported Brahma steers will serve as the basic cattle operation. The range is in good condition, with a high potential for increased production. Antelope are limited in the area do to its high elevation, and deer are plentiful.

Both fences will materially assist the Bureau's program towards more intensive management of the Baggs Unit. Better distribution and more even utilization will result. Without proper fencing, the introduced cattle operation will result in interference with adjacent allotment lambing operations and cattle will undoubtedly be in trespass a major portion of the time.

The area is an excellent hunting area. Except for livestock concentration areas on deeded irrigated lands near ranch headquarters, most of the area is open to hunting and all ownership classes of land are easily accessible to the public. Cattleguards or gates will be placed at all main crossings and signs will be placed on all Federal land areas crossed by this fence.

Medicine Bow Unit

Name: South Seminoe Fence

Map Location: MB-1

Length: Approximately 12 miles.

Specifications: Standard 4 strand barbed wire.

General Purpose: To control the cattle of three livestock operators to that part of the Palm Checkerboard block where they were originally licensed by a 1941 range line agreement.

Range Use: This area, 55 percent of which is controlled by Palm Livestock Company, is used by sheep during the spring, fall, and winter. On the lands to be fenced there is the override of cattle owned by Don Ellis, Louis Boles, and Lemphi Aho during the spring and summer. Antelope are plentiful, though deer are limited. Approximately 1000 permits for antelope will be issued during the 1963 hunting season.

Halogeton infests the area and better methods of management must be devised to restrict its spread and prevent further erosion and soil loss. The range is in good to fair condition. Approximately 45 percent of the total Medicine Bow Unit is public land, arranged in a checkerboard pattern with private and state lands.

The fence is a step toward the Palm Livestock Company going to a pasture management type operation. In addition to owning 24,000 sheep, they run considerable Angus cattle, which also make use of the Federal range. At present, trespass is uncontrollable, with a resulting detrimental effect on the forage. Range improvement resulting from initiation of proper pasture management will be significant.

This area joins the east shore of Seminoe Reservoir where recreation opportunities in the form of fishing, boating, and waterskiing are plentiful. Access across the deeded checkerboard lands to the reservoir has not been a problem as the Palm Livestock Company and other private land owners are most cooperative in permitting public access. Fence signs indicate public lands, and roads & trails are provided with gates or cattleguards.

Name: Austin Creek Fence

Map Location: MB-2

Length: 4 miles.

Specifications: Standard 4 strand barbed wire.

General Purpose: To bring proper and orderly use to this portion of the unit through definition of allotment boundarys and elimination of competitive, dual use. At present 4 cattle operators and one sheep operator are grazing this area, as set out by the 1941 Range Line Agreements.

Range Use: Administration of these lands is complicated by the checkerboard land pattern. In this area 50 percent of the land is owned by Leo Sheep Company with 85 percent of the Federal range use accruing to them. Cattle use overrides the sheep use in spring, summer, and fall and trespass is common on adjacent checkerboard blocks where forage is licensed for sheep only, with reservations for wildlife. Use is competitive and neither class of livestock is controlled successfully due to the large unfenced area. Leo sheep use the area spring, fall, and winter.

An area of sand dunes and desert shrubs, this Unit could produce more forage under better livestock management and control. Erosion will be reduced by better livestock distribution, elimination of concentrated overuse, and limitation of seasons of use, through trespass. Halogeton is prevalent due to loose soils and sparce vegetation. The range condition is fair with a declining trend.

Antelope range in this area, but no recent aerial census of antelope has been completed. Reports are that antelope are increasing and appearing where previously very few were observed.

Fishing, boating, and other recreationsl possibilities exist along Seminoe Reservoir bordering the west side of this allotment. Public access has been provided through the cooperative attitude of private operators controlling alternate checkerboard land sections.

This fence is presently under contract for construction.

Name: Wallis Fence

Map Location: MB-3

Length: 3 miles.

Specifications: Standard 4 barbed wire.

General Purpose: Number one priority for this fence is public safety. Completion of this fence would keep the cattle and horses of licensed operators off State Highway 130 and U. S. Highway 130 near Walcott, Wyoming.

Range Use: Present range use by cattle occurs during the spring, summer, and fall. In addition, a few horses are licensed in the area. Both cattle and horses range across the State Highway into areas where they are not licensed. Especially at night, this livestock is a definite hazard to automobiles traveling the oiled road between Walcott Junction and Saratoga. The highway is presently fenced part of the way on the west side, which serves only to congregate the livestock on the highway as they drift westward.

Surrounding areas are fenced and cross-fenced, but numerous antelope inhabit the area. Reliable observations have been made in this area of antelope jumping 32" woven wire fences, with 3 barbed strands on top.

Name: Ravenscroft Fence

Map Location: MB-4

Length: 3 miles.

Specifications: Standard 4 barbed wire fence.

General Purpose: An allotment boundary fence to separate cattle of several in-common users, to define areas and seasons of use, and to provide for improved livestock operations.

Range Use: Presently used by Ravenscroft Cattle Company, Lowell Wolfe and Wallis Livestock Company. Cattle use in-common is primarily during the spring and summer. In an effort to improve herd composition, Ravenscroft Cattle Company desires to introduce better quality Hereford bulls than the other operators. Accordingly, individual allotments are necessary.

Range conditions in this area are good. Numerous antelope are present and no evidence indicates that they encounter trouble moving about and through the considerable number of woven wire fences along the deeded land boundaries in this area.

Management of this area will be simplified through construction of this fence, and the range users' incentive for contributing to range improvements such as water development and sagebrush eradication should be greatly strengthened.

This fence to be built under Section 4 permit, with the operator bearing all costs.

Shirley Basin Unit

Name: Leo-Jessen Fence

Map Location: SB-1

Length: 3 miles.

Specifications: Standard 4 barbed wire fence.

General Purpose: The main purpose of this fence is to confine livestock to their proper allotted area of use, preventing trespass on adjacent Federal Range areas, and regulating grazing use to the grazing capacity of the range.

Range Use: At present little or no use is made of this area or deeded lands lying within it, due to the impossibility of keeping cattle confined to the area without fencing. This allotment lies on the slope of the Bennett Mountains and cattle placed here immediately drift to lower areas where they are not licensed. The area was allotted to the Jessen outfit by a 1955 range line agreement.

The area to be fenced is out of any antelope range. A few deer and elk use the area at certain times of the year.

The higher portions of this range are in good and excellent condition, with the lower areas showing overuse from concentrations of livestock. Fencing will result in better livestock distribution, giving more uniform utilization of forage and preventing soil loss on the over-grazed lower areas.

This fence will cross no trails or roads to impede access to the general public.

Name: Southwest Shirley Fence - Leo-Palm Fence

Map Location: SB-2 (Southwest Shirley) and SB-3 (Leo-Palm).

Length: 2 miles and 6 miles.

Specifications: Woven wire according to Rouse specifications.

General Purpose: Both fences are allotment boundary fences needed to regulate grazing use through proper distribution, seasons of use, and to eliminate trespass, a problem of long standing in the Shirley Basin Unit.

Range Use: The areas to be defined by these fences are presently licensed to the Leo Sheep Company and Palm Livestock Company as late spring, summer, and early fall sheep range. In addition, cattle of 4 other operators trespass as they move off their licensed areas into the mountains with the advent of hot weather and as the feed becomes drier at lower elevations. Although the sheep use is divided and the sheep are herded, there is overlapping use along the boundary lines. The licensed cattle cannot be contained to the proper areas, and cattle from adjoining areas cannot be kept out of these allotments without fencing.

Fencing is a must on these allotments to prevent further overgrazing and range deterioration. Proper seasons of use can only be established by confining the livestock to their area of use for the specified time.

In other parts of this Unit better range management became a reality with fencing. This is evident in the fenced allotments by more stable soils and denser grass cover, with over-utilization replaced by more even use and livestock numbers restricted to the carrying capacity of the range.

The areas of these two fences contain moderate deer populations, with a scattering of elk.

In a few instances, access to Federal lands has been temporarily blocked by posting, but all known cases with signs on Federal lands have been eliminated and appropriate warnings issued. The intermingled land ownership pattern leaves much of the area vulnerable to blocked access by posting fences on private lands. In general, however, access does not appear to be a serious problem at the present time.

OPTIONAL FORM NO. 10
5010-104

UNITED STATES GOVERNMENT

Memorandum

TO : State Director

DATE: June 4, 1963

In reply refer to:
JR:RH

FROM : District Manager, Lander

Your reference:
RF:BWS 4100.2

SUBJECT: Public Land Fencing Report

I. General Information

The area of concern to this report in the Lander District is limited to the Green Mountain Unit which occupies the area south of the Sweetwater River. The land ownership pattern within the Unit is 75% Federal range, 15% private land and 10% State owned land.

Range condition and trend studies show the following range condition class by ownership:

	Federal	State	Private	Total
Excellent	400	100	100	600
Good	109,000	12,000	18,000	139,000
Fair	270,000	31,300	46,000	347,000
Poor	5,600	600	300	7,000
Total	385,000	44,000	64,900	494,600

Of great significance is the range condition trend of the public lands. 96% is static. Of the remaining 4%, one-third is declining and two-thirds is improving.

Licensed livestock use amounts to:

	Number	AUMs
Cattle	7700	46,200
Sheep	17245	10,350
Total	24,945	56,550

Wildlife use is as follows:

	Number	Forage Consumed
Antelope	5000	11,760
Deer	2500	9,900
Elk	241	2,316
Total	7741	23,976

Range surveys conducted in 1956 - 1958 will be updated during the 1964-65 grazing seasons. Adjudication will be undertaken after completion of the surveys.

Historically, range use agreements were entered into in the early 1940's. Over the years adherence to the agreed upon areas of use has been, in general, very difficult. In a number of cases, impossible. Cattle distribution and use is considerably more difficult to control than sheep use where herders are employed. However, concentrated areas of use such as sheep bedgrounds and more easily accessible favorable sites for both cattle and sheep show evident deterioration. Uniform use of the rangeland within the Green Mountain Unit is lacking, resulting in the many problems of resource management associated with spotty, irregular range utilization.

The Unit is perhaps the most important big game and recreational use area in south central Wyoming. Antelope populations are heavy, as are deer populations. Good fishing streams are numerous. The scenic attributes of this area are excellent with untold opportunity for outdoor recreation activities of all types.

Game management problems are serious as inadequate harvests of existing populations are being taken. Overbrowsed conditions are readily noticeable in favored winter deer range within the Unit, which are in the main, less used or lightly by livestock. Elk complicate the problem.

As a first step in alleviating the more serious range resource management problems that now exist, the Rawlins-Lander District Bounday Fence and the Crooks-Gap Green Mountain Drift Fence are proposed for erection within the next three (3) years. These are detailed in Part II of this report. In addition, allotment boundary fences within several portions of the Unit will eventually be necessary. Such fences will enhance the range and soil resources of the area to the benefit of livestock, wildlife and the other users of the public land - - - the recreationist, the sportsman and the rancher among others.

II DETAILED INFORMATION - PROPOSED FENCES

NAME: District Boundary Fence
MAP LOCATION: GM-1
LENGTH: 54 Miles
SPECIFICATIONS: Standard 4 strand Barbed Wire
GENERAL PURPOSE: To separate inter-district livestock trespass and drift, and to facilitate proper administration and management of the Lander and Rawlins Districts.

RANGE USE: The major portion of this range is in fair condition. Twenty-three cattle operators graze 7700 cattle on various percentages of Federal range, varying from 7% to 100% use. Ten sheep operators graze over 17,000 sheep, with use varying from 13% to 100% on the Federal range. Use is confined to late spring, summer and fall for a 6-month period. Antelope in excess of 5000 head inhabit the unit. 1500 harvest permits are being issued for the 1963 hunting season. In the past the Game and Fish has been unable to sell all the antelope permits available in this area. Close to 3000 deer graze the year around, with evident overbrowsing. An adequate harvest of deer has not been taking place. Elk number about 250 head with 40 special permits issued each year. Recreation opportunities for hunting, fishing, picnicking, camping, hiking, rock collecting and similar pursuits abound.

Livestock distribution is a serious problem, accentuated by the heavy game population use in this unit. Under present conditions licensed cattle are turned loose to roam at will. As a result, trespass in the Lander District is common, resulting in grazing use in excess of the carrying capacity in that area. These cattle are licensed in the Rawlins District though ranch headquarters are within the Lander District along the Sweetwater River. Indications are that cattle licensed solely in the Seven Lakes Unit of the Rawlins District likewise impose trespass use on the southern portion of the Green Mountain Unit. Localized conditions of deteriorating range conditions exist, while under-utilization of other areas occur.

Range agreements initiated in 1942 restricted licensed cattle to various portions of the Green Mountain Unit during particular seasons of use. Twenty years of evidence indicates the impossibility of accomplishing this without proper fencing or other control.

Construction of this boundary fence will benefit the important game resource of this unit. Dual use by game and livestock, especially when concentrated in favored areas, has created over-utilization of available forage. This fact, combined with severe winters, has proven a hardship on game animals from the standpoint of securing food. More important, the deterioration of the forage and range resource is evident. To adequately sustain desired levels of game animal populations, proper livestock seasons of use and distribution, and the elimination of trespass must be an accomplished fact.

Public access into this area is restricted by the quality of the roads. Despite this fact, more than 350 individuals registered at booths placed by BLM around Green Mountain, some six or more miles from the closest oiled road. Gates or cattleguards will be placed at all access points along the fence to insure adequate public entry, and roads are being improved.

NAME: Crooks Gap - Green Mountain Drift Fence
MAP LOCATION: M6-2
LENGTH: 11 Miles
SPECIFICATION: Standard 4 strand barbed wire
GENERAL PURPOSE: To restrict cattle use to licensed areas of use to prevent trespass, overgrazing and depletion of the range forage and soil resources of the Green Mountain Unit.

RANGE USE: Present licensed cattle use of this area is not confined to areas of use agreed upon, due to the inability to control livestock movements. Seasons of use as specified in various portions of the unit cannot be adhered to, resulting in trespass and overuse on areas north and south of the Green Mountain-Crooks Mountain Gap. Range condition and trend indicates that a major portion of this area is in a static fair condition, considerably under the potential forage production of this area. Antelope and deer populations, as pointed out earlier, are heavy with severe over-browsing in favored areas. Hunting, fishing and

other recreational activities are avidly pursued in this area. Range use agreements in this area have spelled out distribution and seasons of use for the various portions of the unit - north of the Gap until June 15, hence through the Gap and onto the southern portion of the range until September 30, and then returned north of the Gap until removed at the end of the grazing season. This fence will restrict livestock to the agreed upon areas of use during the proper seasons.

The need for public land fencing has been discussed with both local livestockmen and wildlife conservationists. Contacts with these individuals point out the feeling that properly constructed fences have little, if any, detrimental effect on antelope or deer popularions. Rather, the necessity from the standpoint of enhancing game habitat through elimination of overgrazing, prevention of soil erosion and proper, more even distribution of use are cited as being desirable. Public access and use of this important game and recreation area are being adequately provided for through construction of gates and posting of signs where the fence crosses public land. Also large gates, to be left open after completion of livestock use, are being constructed at known route to water at each corner of the fence.

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